COMMUNITY PLANNING **Review Revue** CANADIENNE D'URBANISME

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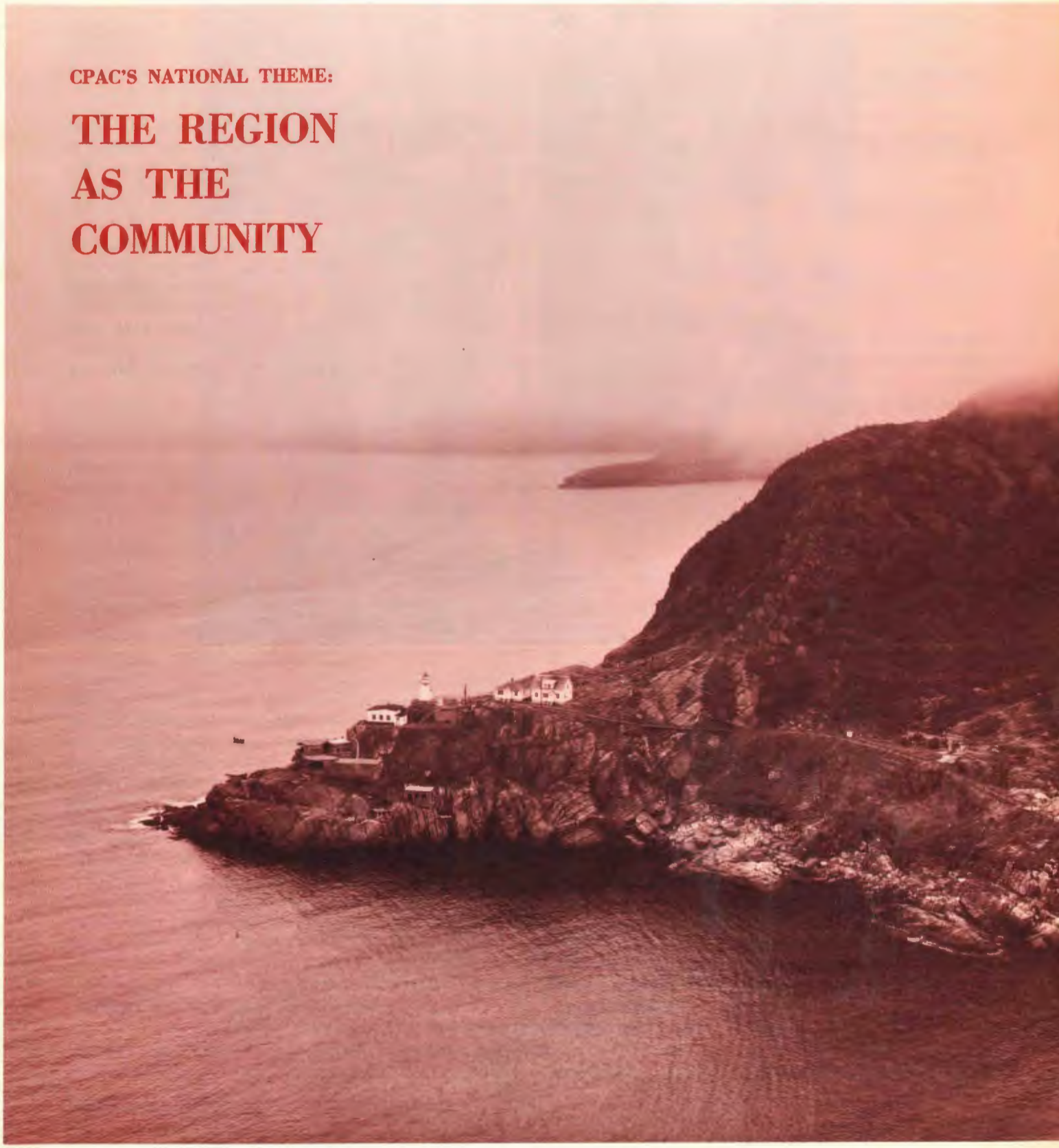
CPAC'S NATIONAL THEME:

THE REGION AS THE COMMUNITY



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From Signal Hill, a panoramic view of the Atlantic Ocean and the mist-shrouded Newfoundland coastline. Entrance to St. John's harbour is in the foreground. (CMHC Photo)

PREVIEW

HOPEFULLY this issue of the REVIEW will serve as a useful program aid to CPAC divisions, branches and members in developing the Association's 1969-70 national theme: "The Region as the Community". Its contents originated from the National Planning Conference held in St. John's, Nfld., last September.

The theme address, by the Hon. Jean Marchand, federal minister of Regional Economic Expansion, and The Lord Taylor's speech, delivered by Memorial University's president at the civic luncheon, are reproduced here in full. The presentations of the panel participants have been edited and condensed from the transcript of tape-recordings made during these sessions — and, therefore, may vary somewhat from the original wording.

No attempt has been made to cover all the program and social events which combined to make the St. John's conference one of the most worthwhile and enjoyable gatherings ever sponsored by CPAC. Indeed, it would be impossible to convey via this medium the atmosphere of delegate enthusiasm so evident in plenary and workshop discussion sessions, or the spirit of friendship and kindness in which almost 400 mainlanders were greeted and entertained by our Newfoundland hosts.

To our conference participants and guests, and to our CPAC members in the St. John's Branch who arranged things so well, we say a heart-felt "thank you".

I would like to add a personal postscript to this preview column, as this will be the last issue of the REVIEW to be produced under my editorship. After almost four years, I am leaving CPAC's National Office to take up other employment.

It has been an enjoyable, challenging and sometimes frustrating four years. During that time the Association has taken significant strides in re-evaluating its objectives, programs and operating procedures. I appreciate the opportunity to have played a part in this evolutionary process, and also to have been involved in the day-to-day activities of this unique citizens' voluntary organization.

Through CPAC, I have met many new friends across Canada. I hope that these friendships will continue in the years ahead.

A. T. PATON
Acting National Director

CPAC's National Council re-elected its Executive Committee members for a second term during its meeting in St. John's, Nfld., on 17 Sept. 69. Seated are National President Allan G. Moffatt of Winnipeg and CMHC Councillor John Fowlie of Ottawa; standing are National Vice-Presidents Claude Langlois of Laval and J. Paul Melin of Saskatoon. Immediate Past President R. Graham Murray of Halifax was absent when this *St. John's Telegram* photo was taken.

Revised national by-laws were adopted and the following policy resolution was passed at the Association's Annual General Meeting:

Recognizing the significance of the recurring message at the 1969 National Planning Conference that the main thrust in Canada's continued social, economic and physical development will be concentrated in and radiate from major urban regions,

Therefore be it resolved that the National Council of CPAC be required to:

(1) through the medium of program action, pursue a rigorous examination of the implications of this inevitable trend;

(2) involve the Association in encouraging citizen response to these implications; and

(3) convey to the respective levels of government (federal, provincial and municipal) the results of its findings.

THE REGION AS THE COMMUNITY

An address by
THE HONOURABLE JEAN MARCHAND
Minister of Regional Economic Expansion
at the
National Planning Conference
of the
Community Planning Association of Canada
St. John's, Newfoundland,
September 15, 1969.

THE PROBLEM I face is perhaps best illustrated if I were to follow through the implications of the title of my address "The Region as the Community" by renaming your organization the Regional Planning Association of Canada, and changing my department to the Department of Community Economic Expansion.

What happens when you do this? It would seem to shift the focus of our respective interests away from what is the core of our concerns, to what is peripheral. Your organization starts with a concern for the community, the urban centre, but it quickly finds that this community is part of a set, a system, of urban communities which in turn are part of an urban region.

The reality that pollution respects no boundaries, that central city congestion is generated by decisions on transportation modes 50 miles from the centre, that the construction of an apartment building in the next block is precipitated by the shortage of serviced residential land 25 miles away – these things cause you to spread out your area of concern from the city, to the suburbs, to the urban region.

The concern of my department begins with the identification of a problem of regional economic disparity in Canada, with acknowledgement of the fact that whole vast regions, with millions of people, have levels of living that are below, terribly and tragically below, the Canadian average.

What is even more disturbing is that incomes in these regions give little evidence of moving toward parity, toward equality. If we could see that the gap was steadily closing, we could be more satisfied with past policies and efforts.

But the gap is not closing. In 1933 per capita incomes in the Maritime Provinces were 71% of the Canadian average; in 1943, 72%; in 1953, 67%; in 1963; 71%. The latest year for which figures are available is 1967. In that year the gap closed slightly. The ratio became 74%. It is too soon to say whether that was the beginning of a better trend, or a single exceptional year.

The only way that the gap between regions can be closed is if the poorer regions grow at a faster rate than the nation as a whole. If the national economy is growing at 5% per annum, then the lagging regional economies must grow at a faster rate in order to close the gap. That is not easy.

IT WAS because of the magnitude of the problem, the scale of the task that we face, that the federal government decided to meld all the agencies that were concerned with the problem of regional disparity into one department, which could tackle the problem with the greatest efficiency and effectiveness. But creating an instrument to fight regional disparity is only a beginning. The more difficult problem is: How are we going to use the instrument?

Let me return for a moment to the other element of the theme of this conference – the community. As you know the original sense of the word implies an element of sharing; sharing common interests, common experiences or common objectives. It is this sense of sharing common experiences that builds a national identity.

Great things and humble things, exhilarating experiences and depressing ones, all contribute to the sense of community, as long as they have been experienced together and shared by all. So our sense of community is enhanced by the shared experience of our parliamentary institutions and our postal service, of Expo and the multi-logue on the role of Quebec in confederation.

Let me express the hope, indeed the conviction, that we will look back one day on the fight to overcome regional disparities as one of the great experiences that forged a sense of national identity and purpose.

All Canadians have shared a common economic experience which has shaped us and our institutions more than we commonly realize. This has been our search for the export staple that would permit economic growth. It started with codfish in Newfoundland and beaver pelts in Quebec, it was squared timbers in New Brunswick, and wheat – first in Ontario and later in the Prairies. In more recent times it is oil in Alberta, potash in Saskatchewan, pulpwood in Quebec, and potatoes in Prince Edward Island.

If there is a common thread running through our economic history, it has been our search for such staples on which we could develop our economy by specializing in their production, and supplying them to the world better and cheaper than anyone else could. It has been a largely successful method of development; staple has succeeded staple, and much of the level of living that we enjoy today has been due to our pursuit of this general economic development strategy.

But "the times, they are a changing" – in economics as well as everything else. You are aware, of course, of the growth that has been occurring in Canada's manufacturing belt from Quebec to Windsor, and the inexorable drift to the cities. You may be less aware of the shift that has been occurring in Canada's export base. In 1936 only 17% of Canada's exports were manufactured products. (I should say that this definition excludes manufactured wood products, pulp and paper.) By 1960, 35% of our exports were accounted for by manufactured goods. By 1966 this had grown to 40%.

IT IS possible that our attempts to overcome regional disparities have been affected by our successful historical experience of the development of export staples. Haven't we been looking principally for just the right kind of resource development that will solve the problem of rural poverty? Hasn't there been an underlying assumption that if we make agriculture more efficient, increase the volume and variety of fish that we catch, utilize the forest more wisely and intensively, and search harder for economic minerals, that this good land of ours will once more be our economic salvation?

In spite of our own historical experience, there is no necessary co-relation between natural resources and economic development. The most rapidly developing country in the world today, Japan, possesses almost no natural resources. One would hesitate to claim that the rate of growth in Toronto was due to the wealth of natural resources in its hinterland. The most successful developing countries in the free world are not the resource rich African and South American countries, but the city states of Hong Kong and Singapore – rich in nothing but the skill of their people.

Without slackening in the least our attempt to find suitable resource developments to improve the rate of growth in depressed regions, we must search for other approaches to economic growth.

Where are these new agents of economic development to be found? Right before our very noses, in our cities, our urban communities. I think it would be accurate to say that most Canadians harbour a bias against cities, consciously or unconsciously, and a bias that increases directly with the increasing size of the city.

This is not surprising, considering the agrarian roots of so many of our people and the concentration on the economic development of export staples, which were produced outside the cities and yet whose benefits often seemed to accrue more to the city traders than to the primary producers themselves. This sense of economic exploitation perhaps explains historically much of the feeling against cities, but of course it has little relation to the problems of the late 20th century.

THE BIAS against cities takes many forms. For example, it is still a widely held belief that poverty is particularly associated with cities, particularly the largest cities. Where else, it is true, does one see such a concentration of poverty as in the large city slums? Yet this is a false picture. The incidence of poverty is lowest in cities, and is usually lowest of all in the largest of cities.

The Economic Council found that in 1961, 17% of metropolitan families in Canada had incomes defined as low. But in smaller urban centres the ratio was 26%, and it was 46% of the rural non-farm families. Of course the 17% of metropolitan area families that are poor are conspicuous and they represent large absolute numbers. But that does not make poverty primarily a city problem.

Quite the contrary. The metropolitan areas are absorbing large numbers of new migrants from the rural areas of Canada and from abroad. The poorer areas of the cities are in fact very largely staging areas, where the newcomers in transition find temporary accommodation while they learn the ways of the city, and the city finds a use for their skills.

That the slums of the city are composed of those that have resided there for generations, that they represent stable "cultures of poverty", is not the main part of the picture. Some families do become mired in the slums, but they are a small minority. Multi-generation welfare families do exist, but recent evidence indicates that they represent less than 15% of welfare recipients.

The typical pattern is that the poor area of the big city is the initial reception centre, a temporary processing stage for absorption into the middle income groups. Our concern for the negative aspects of city slums should not blind us to the function the cities have performed for succeeding waves of immigrants and now, especially, for migrants from rural areas. The process is faltering in the United States with the Negroes, but that is because Negro aspirations to move on and out are being blocked.

The positive aspect of the city is that it does breed aspirations. And generally it has in Canada been successful in providing the opportunities to fulfil those aspirations.

The economic and social strength of the city is, of course, that it can provide places for diverse skills. What place would there be in a fishing village for a man who couldn't get up in the morning and whose only talent was the ability to remember a tune though he couldn't himself play it? In the city he would find a perfect niche as a clerk on the evening shift of a record shop, or as an all-night disc jockey.

I do not want to seem to be suggesting that the cities are heaven. Far from it. The problems of city poverty are acute, congestion is appalling, too many people have no skills that can be used or have skills that are not used properly.

But while recognising all that, I think it is important to appreciate the achievements of our cities as communities. They have doubled in size since the war. They have absorbed enormous numbers of displaced farm and other primary workers, as well as almost all of our postwar immigration. And it is still in the cities that our rates of unemployment and under-employment are relatively low.

I emphasise this because I do not think that we can talk about the region as the community without recognising that the region itself will be increasingly focussed on its urban centres. That is where the employment growth has been, and there is no reason to expect the trend to change.

THIS DOES not mean that the biggest cities themselves are necessarily growing centres of concentration for manufacturing industry. There is a process by which cities tend to shed themselves of standardized manufacturing operations and take on new, developmentally oriented operations, with a high degree of skill involved. Industry fled first from the central city to the suburb. It is now moving from the suburb into the urban region.

R.C.A. Victor, for example, originally had its record manufacturing operation in Montreal. Record manufacturing has long since become a standardized manufacturing operation which could be moved to Smiths Falls. The recording studios and the administrative offices, however, must remain in Montreal, since only here are to be found the complex inputs of artists, recording equipment, sound engineers, etc. Indeed, much of this sophisticated activity is to be found in a larger and even more complex city, New York.

The city, then, spreads out some kinds of its original production, so that it can make even more intensive use of the precious (and expensive) space at its centre. This is a mutually advantageous operation – the smaller centres of the urban region gain, the central city benefits.

But the real engine that generates this mutual benefit is a rapidly growing major urban centre. It provides the widest range of opportunities for the most diverse types of skills. It stimulates innovation and technological advance. It throws off new employment opportunities for the smaller centres beyond its boundary, and it enriches the life of its region by the ever growing range of services that it is able to provide.

It is more than coincidence that the regions of greatest economic disparity are those with the smallest, slowest growing cities. When we identify a slow-growth region, we mean a region that lacks vigourously growing centres.

THE IMPLICATIONS for the work of my Department are clear. We have been created to fight regional inequalities, to secure a more balanced spread of economic growth across Canada. Despite the difficulties, I believe that we can succeed, if we have skill, patience – and money.

But in order to succeed, we must be clear as to what regional development means. In the economy of our times, the leading edge of development is the growth of urban centres.

I do not mean that everything has to happen in a very few places, and everywhere else must decline. But I do mean that the dynamic forces in development naturally operate at a limited number of focal points. The rest of the region picks up behind those forces.

It follows that, in order to build better opportunities, our regional development programs must reinforce the strongest points, the "pôles de croissance". We must first of all ensure that these communities are able to go ahead, that their growth is not inhibited by the lack of suitable industrial land, or scarcity of housing, or inadequate water supplies, or ineffective sewerage systems or inefficient transportation arteries. We must build into these urban centres a new range of attractions that will permit them to negate the disadvantages that have accumulated during previous decades of relative stagnation.

I DO NOT offer this diagnosis because I like it. As a politician, it would be much pleasanter for me to believe that we can offer to overcome inequality everywhere, at once, in every place and particularly every constituency.

But the facts are different. If we try to start everywhere at once, we will dissipate our efforts to produce one more well-intentioned failure. The route to broadly-based progress is to start with our main efforts at the places where they can create a growth process with enough momentum for the benefits then to spread out across the region.

This is, from the viewpoint of policy, the critical sense in which the region is now the community. None

of us can afford to think in parochial community terms. It is the region, not one small area or another, that we must work for. And therefore we must base our priorities on the strong points of the region.

We must do that because the region is the community, the context in which we can do most for the jobs and incomes of individual men and women.

Your interest in the community has caused you to widen your area of concern to the urban region. By exactly the same process, our concern for the region causes us to look first to the growth of the urban centre and then to the benefits that must spread from it through the region.

The region is the community, yes. And because it is, the growth of the urban community is the key to the progress of the people of the region.

Some Questions and Answers . . .

The Hon. Jean Marchand, federal minister of Regional Economic Expansion, invited questions from delegates after delivering his address.

Question: Mr. Minister, what areas will receive assistance from your Department?

Answer: Under our legislation we have what we call designated regions. For example, all the Maritimes, Eastern Quebec, a small portion of Ontario, parts of the Prairie Provinces and B.C. In addition, we have under the legislation what we call special areas, which will be designated or identified after consultation and discussion with the provinces.

In those special areas, we are authorized under the law to spend money, not only for industrial incentives but for what we call infrastructure because, as you know, there are cities or regions where it is useless to think in terms of industrial development until they have the proper industrial infrastructure. I cannot tell you how many urban centres will be so designated, but I know it will be a limited number for two reasons. The first one is because we will be short of money if we designate too many and secondly, the more we designate, the less efficient the program becomes.

So, it will be a few growth centres in each province because we want to start soon – hopefully by next April.

Q. How do you propose to decide on the type of industry you put into a region?

A. Well, it is very difficult to tell how we are going to see it in the future; we are going to try to avoid a few of the mistakes that were made in the past, but most of these mistakes were done because of the law itself. You know that under the old ADA legislation, we designated regions and once a region was designated everybody applying for a grant, and entitled under the criteria we had, got this grant automatically. We had no choice – it was the law, it was the regulations. Under the new legislation, we have some kind of discretion. It is not automatic. That means that we can refuse, if it creates a situation where an industry might be set up in competition to a similar existing industry in an adjacent area.

Q. How close to the municipality or region is your information being gathered? Where do you go from here in the way of planning so that one region does not develop at the expense of another?

A. Well, I think that we have to respect the constitution, so that what we are going to do in that field will be through the provinces. We will be ready to give money for sewage, for water supply and all these things if it is necessary for the development of the region, in those special areas I was referring to a few minutes ago. But, all this will have to be done through the provinces and with the agreement of the provinces.

If you read the Act, you will see that one of the objectives of the department is not only economic growth but to see that the human problems that are being created by economic development are being dealt with properly. As a matter of fact, how to ensure the social adjustment of the people involved is one of our main preoccupations.

Q. Mr. Minister, my question refers to those people who are very important to progress in our country: the large corporate groups and the large financial groups who control a great deal of the money required to make this possible. Has your department some indication that these groups are going to be cooperative and help in these new economic development programs?

A. Let's not kid ourselves. People in industry are not there in order to make speeches on planning, they are there to do business. That is why it is necessary to have incentives to encourage industries to locate in certain regions. Actually, we have already received many requests from industries and we know that they are interested.

Q. Mr. Marchand, as a manufacturer I'm interested in what will happen after we are re-located with the incentives and my question has to do with timing. It seems to me that the economy right now and in the foreseeable future is not one to encourage the expansion of capital facilities. To motivate industrial expansion in the first place, I think you will agree, we need an economic climate in which the private sector is willing to go out and make tremendous investments, with some assurance of continuing benefits. I am wondering if it is a matter of timing that we need to consider?

A. Well, I agree we need this climate but I would like to correct what I think is a wrong impression that might have been created by what you said. It's not the purpose of the department or the legislation to move industries from the rapidly-growing regions to slow-growing regions. We don't want to have some kind of average in Canada and say, "Well, everyone is growing at the same rate." That's not the purpose of the legislation.

We hope that new developments will take place in those underdeveloped regions, but the intention is not to uproot existing plants in Ontario or B.C. and have them move, say, to Newfoundland or to Nova Scotia or Quebec. We need our prosperous regions, because actually those regions are paying for this program, you know. I hope that within a few months we will have this climate that you described.

LA REGION EN TANT QUE COLLECTIVITE

Par L'HONORABLE JEAN MARCHAND
Ministre de l'Expansion économique régionale
au Congrès de l'Association
canadienne d'urbanisme
le 15 septembre 1969

POUR MIEUX illustrer le problème auquel je dois faire face et conformément aux implications du titre de mon exposé, "La région en tant que collectivité", nous pourrions changer le nom de votre organisme en celui d'Association canadienne de planification régionale, et celui de mon ministère, en ministère de l'Expansion économique urbaine.

Qu'arriverait-il, en pareil cas? Il me semble que cela en reviendrait à reporter notre attention de nos objectifs premiers à des questions accessoires. Votre Association s'intéresse d'abord à la collectivité, à l'agglomération urbaine, mais elle se rend compte que cette collectivité se situe dans un ensemble, un réseau de collectivités urbaines qui, lui-même, fait partie intégrante d'une région.

Dans les faits, la pollution ne connaît pas de frontières, la congestion du centre des villes résulte du choix de modes de transport de gens qui vivent 50 milles à la ronde; la construction d'un grand immeuble à appartements à une rue de chez vous est inspirée par la pénurie de lotissements résidentiels, dotés des services municipaux, dans un rayon de 25 milles; pour toutes ces raisons, le champ de vos préoccupations s'étend de la ville à la banlieue, puis à la région urbaine.

La fonction première de mon ministère découle de ce qu'il existe au pays des inégalités régionales, et que dans d'immenses régions dont la population se chiffre par millions, le niveau de vie est inférieur, je dirais même tragiquement inférieur, au niveau de vie moyen des Canadiens.

Fait plus inquiétant encore, il ne semble pas que les revenus moyens dans ces régions aient tendance à rattraper ceux des habitants des régions riches du pays. Si l'écart se refermait graduellement, nous pourrions être tentés de nous contenter des politiques et des efforts déployés dans le passé.

Toutefois, l'écart ne se referme pas. En 1933, le revenu par habitant des provinces Maritimes équivalait à 71 p. 100 de la moyenne nationale; en 1943, il était de 72 p. 100; en 1953, de 67 p. 100 et en 1963, de 71 p. 100. Les dernières statistiques que nous possédons sont celles de 1967; cette année-là, l'écart s'est un peu resserré, et le revenu moyen des Maritimes a atteint 74 p. 100 du revenu moyen national. Il est encore trop tôt pour savoir s'il s'agit de la première manifestation d'une tendance nouvelle, ou si 1967 fut seulement une année exceptionnelle.

L'écart entre régions ne peut se refermer que si l'économie des régions défavorisées se développe plus rapidement que celle de l'ensemble du pays. Si l'économie nationale croît à raison de 5 p. 100 par année, il faut que celle des régions à faible croissance se développe à un rythme plus rapide. La chose n'est pas facile.

C'EST À CAUSE de l'ampleur du problème, du défi que constitue cette tâche, que le gouvernement fédéral a décidé de réunir en un seul ministère tous les organismes dont l'objectif premier est de faire disparaître les inégalités régionales afin de s'attaquer au problème avec la plus grande efficacité possible et les meilleures chances de réussite. Néanmoins, la création d'un instrument de travail n'est qu'un premier pas. Il nous faut maintenant décider comment nous en servir, et ce n'est pas là la moindre des difficultés.

Permettez-moi de consacrer quelques instants à l'autre élément du thème du présent congrès, la collec-

tivité. Comme vous le savez, le sens premier de ce mot implique une idée de communauté: communauté d'intérêts, communauté d'expériences et communauté d'objectifs. C'est sur cette idée de participation à des expériences communes que se fonde l'identité nationale.

Les grandes choses et les plus humbles, les expériences heureuses et malheureuses, toutes contribuent à resserrer les liens qui unissent une collectivité, pourvu qu'elles soient vécues et partagées. Ainsi nos institutions parlementaires, notre service postal, Expo '67 et nos entretiens collectifs sur le rôle du Québec dans la Confédération sont autant d'expériences vécues en commun qui viennent confirmer notre sentiment d'unité nationale.

Permettez-moi d'exprimer l'espoir, ou plutôt la conviction, que nous nous souviendrons un jour de la lutte entreprise pour triompher des inégalités régionales comme de l'une des grandes expériences qui a fait naître en nous ce sentiment d'identité et de destinée nationales.

TOUS LES CANADIENS ont vécu une expérience économique commune qui les a façonnés, ainsi que leurs institutions, davantage qu'ils ne le pensent communément. Cette expérience a été la recherche des produits d'exportation, susceptibles de favoriser l'expansion économique. Ce fut au début la morue de Terre-Neuve et les peaux de castors du Québec, puis les bois équarris du Nouveau-Brunswick et le blé, tout d'abord de l'Ontario et, plus tard, des Prairies. A une époque plus récente, nous nous sommes lancés dans l'exportation du pétrole de l'Alberta, de la potasse de la Saskatchewan, du bois à pâte du Québec et des pommes de terre de l'Île-du-Prince-Édouard.

S'il existe un élément commun à toutes les phases de notre histoire économique, c'est bien la recherche de ces matières premières grâce auxquelles nous avons pu développer notre économie en nous spécialisant dans leur exploitation et en les exportant dans le monde entier à des conditions de prix et de qualité que nul ne peut égaler. Cette méthode d'expansion économique a donné de bons résultats. Les productions principales se sont succédées, et le niveau de vie dont nous jouissons aujourd'hui est dû, en grande partie, à notre poursuite de cette stratégie d'expansion économique générale.

Mais les temps changent, en matière économique comme en tout autre domaine. Vous n'ignorez pas, naturellement, l'essor qui est survenu dans l'axe industriel du Canada, de Québec à Windsor, et l'inexorable migration vers les villes. Vous êtes peut-être moins au courant du changement qui est survenu dans les exportations du Canada. En 1936, les produits manufacturés ne représentaient que 17 p. 100 des exportations canadiennes (à l'exclusion des produits manufacturés dérivés du bois, les pâtes et les papiers). En 1960 ces mêmes produits manufacturés constituaient 35 p. 100 de nos exportations. En 1966, ce chiffre a atteint 40 p. 100.

IL EST possible que notre succès dans la mise en valeur de nos produits d'exportation ait eu une influence adverse sur notre politique de suppression des inégalités régionales. N'avons-nous pas orienté notre action dans le domaine de l'expansion vers la vraie solution au problème de la pauvreté rurale? Ne nous sommes-nous pas fondés sur l'hypothèse que si nous modernisons notre agriculture, que si nous diversifions et intensifions nos efforts dans le domaine des pêches, que si nous exploitons les forêts selon les meilleurs principes d'aménagement intensif et que si nous recherchons plus activement les gisements de minerais exploitables, cette bonne terre qui est la nôtre, assurera une fois de plus notre salut économique?

Malgré les enseignements que nous pourrions tirer de notre histoire, il n'y a pas nécessairement corrélation entre les ressources naturelles et l'expansion économique. Le pays qui, aujourd'hui, connaît le plus grand essor économique dans le monde, le Japon, est presque dépourvu de ressources naturelles. On hésiterait à affirmer que l'expansion industrielle rapide de Toronto est due à la présence de riches ressources naturelles de son arrière-pays. Les pays du monde libre, qui connaissent le plus grand essor économique, ne sont pas les pays riches en ressources naturelles d'Afrique et d'Amérique du Sud, mais les états-villes de Hong-Kong et de Singapour, qui ne possèdent rien, sinon l'habileté exceptionnelle de leurs habitants.

Nous devons nous appliquer à découvrir d'autres moyens d'accélérer le rythme d'expansion des régions défavorisées, tout en persévérant dans notre recherche de techniques nouvelles d'exploitation des ressources.

Où peut-on trouver ces nouveaux facteurs d'expansion économique? Tout simplement autour de nous, dans nos villes, dans nos communautés urbaines. Je pense qu'il serait juste de dire que la plupart des Canadiens entretiennent, consciemment ou inconsciemment, une prévention à l'encontre des villes, prévention qui est d'autant plus forte que la ville est plus grande.

Ce phénomène n'est pas surprenant si l'on considère les origines rurales d'une grande partie de la popula-

tion et l'importance accordée à l'exploitation des principales richesses d'exportation, exploitation qui prenait place dans les régions rurales mais dont les commerçants des villes semblaient souvent bénéficier davantage que les producteurs eux-mêmes. Le sentiment d'injustice économique que cette situation a fait naître explique peut-être, historiquement, une large part de la prévention à l'égard des villes mais, naturellement, il n'a que peu de rapport avec les problèmes de la fin du vingtième siècle.

LA PRÉVENTION à l'égard des villes revêt plusieurs formes. Par exemple, les gens associent encore fréquemment l'idée de pauvreté à l'idée qu'ils se font de la ville et plus spécialement de la grande ville. Où peut-on trouver, n'est-il pas vrai, une concentration de pauvreté semblable à celle qui existe dans les taudis des grandes villes? C'est là, cependant, une image inexacte. Il y a généralement moins de pauvreté dans les villes que dans les campagnes et c'est souvent dans les plus grandes villes que l'on en trouve le moins.

Le Conseil économique du Canada a découvert qu'en 1961, 17 p. 100 des familles habitant les grandes villes du Canada disposaient d'un revenu considéré comme faible. Mais, dans les centres urbains moins importants, la proportion passait à 26 p. 100, alors que dans le cas des familles rurales non agricoles elle s'élevait à 46 p. 100. Naturellement, en chiffres absolus, il y a plus de pauvres dans les grandes villes. De plus, à cause de leur concentration, leur état frappe davantage l'observateur. Cela ne fait toutefois pas de la pauvreté un problème avant tout urbain.

Bien au contraire! Dans les régions métropolitaines s'enfouissent un grand nombre de migrants des régions rurales du Canada et de l'étranger. Les quartiers les moins évolués des villes sont en fait surtout des endroits peuplés de nouveaux venus qui s'y installent provisoirement en attendant de pouvoir s'adapter au mode de vie urbain et jusqu'à ce que la ville en vienne à faire usage de leurs talents.

L'élément le plus important, ce n'est pas le risque que la population des taudis d'une ville y demeure pendant des générations, que cette population y constitue un îlot permanent de pauvreté. Il est vrai que certaines familles sont installées presque à demeure dans les taudis, mais ce n'est qu'une minorité. Bien sûr, il y a des familles qui bénéficient de l'assistance sociale depuis des générations mais, selon les dernières statistiques elles ne représentent que 15 p. 100 au plus de l'ensemble des assistés sociaux.

Le processus normal est de s'installer pendant un certain temps dans un secteur démuni d'une grande ville qui devient de la sorte un centre initial d'accueil, en attendant le jour où l'on pourra passer dans le groupe des citoyens jouissant d'un revenu moyen. Notre préoccupation à l'égard des aspects négatifs de la question des taudis dans les villes, ne doit pas nous faire perdre de vue le rôle que les villes n'ont cessé de remplir pour les immigrants depuis qu'il en vient dans notre pays et qu'elles continuent de remplir de nos jours pour les gens qui quittent la campagne pour la ville. Ce rôle tend à s'atténuer aux États-Unis en ce qui concerne les Noirs du fait que l'on pose des entraves aux mutations sociales auxquelles ils aspirent.

LE CÔTÉ positif du centre urbain, c'est qu'il fait naître certaines aspirations chez ses habitants. D'une manière générale, la ville au Canada est parvenue à fournir à ses habitants les occasions qui leur ont permis de réaliser leurs aspirations.

Ce qui fait la force d'une ville au point de vue économique et social, c'est évidemment qu'elle constitue un milieu favorable à l'exercice des talents les plus divers. Quelle situation occuperait dans un village de pêcheurs une personne qui ne peut se lever tôt le matin et dont le seul talent est de pouvoir se rappeler un air de musique sans toutefois pouvoir l'exécuter lui-même? A la ville cette personne trouverait à se placer comme vendeur du soir chez un marchand de disques ou encore de travailler comme disc-jockey dans une station de radio.

Il n'est nullement dans mes intentions de faire de la ville un paradis. Loin de là! L'indigence dans nos villes pose un problème aigu, on y constate un encombrement épouvantable, il y a trop de gens dont les talents ne peuvent pas être utilisés ou le sont mal.

Sans vouloir ignorer tout ce passif, il importe, je pense, de bien reconnaître les réalisations de nos villes comme collectivités humaines. Leur importance démographique a doublé depuis la guerre. Elles ont donné refuge à une foule innombrable de travailleurs agricoles et autres ouvriers déplacés de nos industries primaires, elles ont accueilli la presque totalité des immigrants venus chez nous dans l'après-guerre. C'est encore dans nos villes d'ailleurs qu'il existe, toute proportion gardée, le moins de chômage et de sous-emploi.

Si j'insiste sur ce point, c'est que je ne pense pas qu'on puisse considérer la région comme collectivité sans admettre que la région elle-même se concrétisera de plus en plus par ses centres urbains. C'est dans les centres urbains que les possibilités d'emploi sont les meilleures et nous n'avons aucune raison de soupçonner que cela puisse changer.

IL NE S'ENSUIT PAS que les villes les plus importantes sont de toute nécessité les centres où l'industrie de fabrication converge de plus en plus. La tendance

dans les villes est de laisser partir les ateliers normalisés de fabrication pour accueillir des entreprises modernes issues de la recherche expérimentale, qui emploient un personnel hautement spécialisé. L'industrie a d'abord fui le centre-ville pour la périphérie, elle quitte maintenant les faubourgs pour la région urbaine.

La société R.C.A. Victor, par exemple, avait initialement son atelier de fabrication de disques à Montréal. Cette industrie utilise depuis longtemps des techniques normalisées de sorte que leur atelier fonctionnerait tout aussi bien à Smiths Falls. Les salles d'enregistrement et les bureaux de l'administration doivent, cependant, demeurer à Montréal car c'est uniquement dans cette ville qu'on peut trouver l'ensemble hétéroclite d'artistes, de matériel, d'ingénieurs et de techniciens nécessaires à la phase de l'enregistrement. En fait, c'est une ville encore plus grande et même plus disparate, la ville de New-York, qui est le centre principal de cette activité.

La ville en vient donc à éloigner de son centre une partie de ses entreprises industrielles de façon à récupérer un espace précieux (et coûteux) dont elle pourra faire un usage plus intensif. Les avantages de cette tendance sont doubles; les petits centres de la région urbaine y gagnent de nouvelles industries tandis que le centre-ville modernise sa production.

Mais pour que cela se réalise, il faut que le centre-ville ait une certaine importance, et soit en pleine croissance économique. C'est là que les talents les plus divers trouveront à s'exercer et que les innovations et les progrès de la technologie trouveront un stimulant. Il reporte au-delà de son enceinte les nouvelles perspectives d'emploi dont bénéficieront les petits centres, et enrichit la vie régionale par la game sans cesse croissante des services qu'il est en mesure d'offrir.

Le fait que les régions où les inégalités économiques sont les plus grandes sont celles où se trouvent les villes les plus petites et à lente croissance, est plus qu'une coïncidence. Lorsque nous parlons de régions à faible croissance, nous entendons les régions qui ne possèdent pas de centres de croissance actifs.

LES IMPLICATIONS que comporte l'œuvre confiée à mon Ministère ressortent clairement. Notre tâche consiste à atténuer les inégalités régionales, à assurer une expansion économique mieux équilibrée dans toutes les régions du Canada. Malgré les difficultés qui se posent, je suis convaincu que nous y arriverons, si nous y consacrerons les talents et l'argent voulus et si nous faisons preuve de ténacité.

Mais, pour réussir, nous devons comprendre clairement ce qu'on entend par l'expansion régionale. Dans notre économie actuelle, c'est la croissance des centres urbains qui est à l'avant-garde du développement.

Cela ne veut pas dire que toute l'activité doit être concentrée dans quelques rares endroits et péricliter partout ailleurs, mais plutôt que les forces dynamiques de l'expansion doivent se faire sentir dans un nombre restreint de foyers d'expansion auxquels viennent se greffer les régions environnantes.

C'est donc dire que pour épargner un plus bel avenir, nos programmes d'expansion régionale doivent tendre à renforcer les centres les plus vigoureux, les "pôles de croissance". Nous devons d'abord veiller à ce que ces centres puissent aller de l'avant, à ce que leur épanouissement ne soit pas étouffé par un manque de terrains industriels convenables, une pénurie de logements, un approvisionnement d'eau insuffisant, ou encore un système d'égouts ou de transport inefficace. Nous devons les doter de toute une nouvelle gamme de services qui leur permettront de contrebalancer les désavantages accumulés au cours des récentes décennies de marasme relatif.

CE DIAGNOSTIC n'est pas de ceux que j'aime donner. En tant qu'homme politique, j'aimerais beaucoup mieux croire que nous pouvons surmonter les inégalités partout à la fois, tout de suite, dans tous les endroits et surtout dans toutes les circonscriptions.

Mais les faits sont tout autres. En tentant de commencer partout, et immédiatement, nous dissiperions nos efforts pour aboutir à un autre échec bien intentionné. Nous ne réaliserons un progrès général, qu'en concentrant nos principaux efforts dans les endroits où ils pourront susciter un processus de croissance d'une force d'impulsion assez puissante pour que ses effets bénéfiques se propagent aux régions environnantes.

Dans le contexte de nos politiques, nous considérons la région comme une collectivité. Personne aujourd'hui ne peut se permettre d'avoir un esprit de clocher. Nous devons travailler pour la région toute entière et non pas pour l'un ou l'autre de ses secteurs. Et, par conséquent, nous devons fonder nos priorités sur les points forts de la région.

Nous devons le faire parce que c'est la région qui constitue la collectivité, le milieu qui nous permet de faire le plus dans le domaine des emplois et des revenus des particuliers, hommes et femmes.

C'est l'intérêt que vous portez à la collectivité qui vous a poussés à étendre vos préoccupations à la région urbaine. Exactement de la même façon, le souci que nous avons de la région nous pousse à nous occuper d'abord du développement du centre urbain pour nous tourner ensuite vers les avantages qui en découleront pour la région.

Oui, c'est la région qui représente vraiment la collectivité. Et, à cause de cela, la croissance du centre urbain est la clé du progrès dont profiteront tous les habitants de la région.

REGIONAL GOVERNMENT

Panel Presentation at CPAC's National Planning Conference, St. John's, Nfld., 15 September, 1969

Moderator:

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Participants:

His Honour Allan O'Brien,
Mayor of the City of Halifax

Mr. J. W. Oliver,
Commissioner of the City of
Prince Albert, Saskatchewan

The Hon. W. Darcy McKeough,
Ontario Minister of Municipal Affairs

Mr. O'Brien:

First, I'd like to refer to the ongoing work of a fact-finding committee in Nova Scotia, composed of five cabinet ministers and five representatives chosen by the executive of the Union of Municipalities, of whom I am one. The purpose of the committee initially was to examine the financial relationship between the province and the municipality on the broadest possible basis and, after examining all the kinds of expenditures of the municipalities and the province and all the facts and sources available to both, endeavour to come up with some kind of priorities for future expenditures.

But in examining this broad question, we found that we had to get into the question of municipal structure within the province. Here is a quote from the interim report of this committee, given recently by Premier Smith, who is its chairman:

> "Nova Scotia's population of 760,000 persons is governed by 65 municipal units, 89 municipal, regional and vocational school boards, 686 local boards of school trustees, a number of which are inactive or only semi-active, as well as a variety of boards and commissions relating to joint expenditures, planning, libraries, and other municipal services. In the committee's belief, there are too many councils, boards and commissions to carry on efficient local government in today's circumstances.
>
> The committee also believes that strong municipal government should be maintained. On this basis there should be active encouragement by the province of municipal action which will reduce the number of such units

by amalgamation, annexation or dissolution. While the program should be voluntary, there must be provision for the province to initiate action in some cases where such action is urgently required. The stress should be on fewer units so the creating of a second level of municipal government should be avoided except in unusual cases. This will not deny the evolvement of regional cooperation in the provision of services of a regional nature which can be better planned and provided by larger units under the auspices of the local governments of the regions. The delineation of the districts should be done in conjunction with the Provincial Committee on Planning and Programs so as to ensure that overlapping of regions created for different purposes is avoided wherever possible."

The Provincial Committee on Planning and Programs referred to here is a cabinet committee, responsible for developing a Provincial Development Plan to fit within the requirements of the legislation which set up the Department of Regional Economic Expansion. It will be a guide both to the federal department and to various provincial departments for their programs. This new committee is staffed by professionals, headed by an economist and it is gathering additional staff as time goes on and involving itself in the problems of regional government throughout the province.

We have now within the province a number of reports which indicate a direction. One for Cape Breton Island, which has not yet been approved by the municipalities there or by the province, proposed putting together the city of Sydney, the towns in Cape Breton and the rural area of Cape Breton County into one large urban-rural municipality. Another report, done for Pictou County, called for voluntary cooperation moving on functional lines in various directions.

Nova Scotia has a new Planning Act, passed at the last session of the legislature, which will make regional planning effective in the province with about five regional planning commissions. The province has the major role in appointing the commissions, which will be advisory to the minister, and which will deal with the larger regional planning issues. There will still be municipal planning at the local level in the context of the regional plan.

As one specific example of where we are at the moment in Nova Scotia, may I refer to my own area: the Halifax-Dartmouth Metropolitan Area. This is expected to become one of the special designated areas for purposes of assistance under the Regional Development Incentives Act. But before that assistance is forthcoming, according to the legislation, there must be a regional plan. At present there is an advisory regional planning commission – advisory to the three municipalities in the area, two cities and one county. There are consultants at work attempting to devise a plan which can be accepted but the deadlines are close. Mr. Marchand has said that he hoped money could be spent next April, which is the beginning of the federal government's fiscal year, and budget-making goes on this fall for that purpose.

The province of Nova Scotia, realizing that it must present its plans to the federal government within a matter of weeks in general terms and detailed terms in the months following, but prior to next April or miss the fiscal year, is endeavouring to push the three municipal governments together on the adoption of a regional plan.

Now, a firm of consultants prepared and presented in a conceptual form an initial plan which, to some municipal politicians, seemed to provide for expansion on one side of the harbour and for restriction of growth on the other side of the harbour. So, at this point we had the division that comes very often at the municipal level: those who have a stake on one side look at it one way, those who have a stake on the other side of the harbour look at it another way. The issue was complicated a bit by a proposed new urban centre, on lands which had been assembled by the province in an aura of political controversy; so the province has some kind of a stake in how this plan is developed as well.

The questions relate to where industrial sites will be, what the water sources will be so that there is room for expansion, where the surface land will be, how these relate to the port developments and so on. It is a simple matter to see that it is very easy to have divisions among municipal people when they are responsible to an electorate which is only a part of the total community – the greater metropolitan area.

And, so, a new decision-making process has to be devised in order that a plan can be adopted, and that has to be done within a matter of weeks, or at the most, months. Serious work is proceeding on this at the municipal level as everyone feels the pressure for immediate decision-making. There is the possibility, of course, that the province will make the decision in the end because it has over-riding authority over the municipal government.

In the long run, it seems to me that the appropriate decision-making body on the adoption of a regional plan should be at the municipal level. If we reduce local government to garbage collection and snow removal and so on, the major development plan is adopted by somebody else and the local government will not be as strong as the fact-finding committee suggested it ought to be. In my view, we must find a way to preserve the democratic process and still get the regional plan adopted.

Mr. Oliver:

The basic problem with local government in Saskatchewan is fragmentation. In rural areas, we have about 300 municipal units for about 400,000 people. This breaks down to about one elected or appointed position for every 10 families. In the cities, until about 30 years ago, all of the services were provided by either the local council or the school board. At that time, it was recognized that services to people were inadequate, but instead of a comprehensive transfer of services to a regional form, these services were progressively removed from the local elected councils and placed in the hands of appointed boards and commissions.

Over a period of years health services were regionalized, the union hospital replaced the urban hospital,

"A new decision-making process must be devised..."

"Reassignment of responsibilities is needed . . ."

the regional library took over from the local library, the schools became larger units, local welfare services became regional services under the provincial government. Recreation grants were only available from the provincial government if a recreation board was created.

Each of these regional efforts was accompanied by large infusions of provincial money and much improved services. But the individual separate functions were operated by the boards appointed by the participating councils, and these appointed bodies have become increasingly independent of the tax-paying public. Having no responsibility for finding any of the money they spend, the single-purpose boards are dedicated to the improvement and expansion of the function allotted to them, and costs have been growing rapidly. There is no overview of financing, decision-making about priorities or coordination of efforts.

Obviously, a restructuring of local government and reassignment of financial responsibilities is needed in Saskatchewan. I do not think enlarging the jurisdiction of the area is a cure for all our problems. Where we have separate services and single service boards we need co-ordinated services. We suffer from grants-in-aid policies which are predicated on finding local money for part of the costs so that the local priorities are prejudiced to find ways of accepting the grants. In some cases, it is to the community's advantage to abandon old school or hospital structures and build new ones because grants-in-aid for new buildings leaves less for the community to pay.

We have difficulty explaining to the citizen of the community who has the responsibility for what function. Instead of moving from the consenting citizenship, as I would hope we could, to a participating citizenship, we find our people being alienated and frustrated with the run-around they get whenever they have a problem. They can be shunted from one jurisdiction to another until they feel they are victims of a system that manipulates them and tells them nothing. There is a lack of focus, so that, even when a good job is done by local or provincial authorities, no one gets any credit.

In Saskatchewan there is little concerted planning or even planning contacts between province, city and rural municipalities, except in Regina and Saskatoon. There is no common involvement in the concept of planning, and surely I need say nothing of traffic and parking or union negotiations. You are all familiar with them and our problems are the same as yours.

Finally, as a municipal official, I feel that a significant problem of municipalities is a lack of a defined role for the administrator. I must say that at the Provincial Municipal Conference in June of this year, the Saskatchewan Urban Municipalities Association presented much of what I have said today to the provincial government and there is hope that solutions will be worked out and other meetings held. I think we will need to approach the "how" of the question with caution, finding different solutions conditioned by our different historical backgrounds and accepting small gains gratefully.

Mr. W. Darcy McKeough:

A brief historical reference might be in order before I comment on the Ontario response to the problems which have been enumerated by my fellow panelists. Under the British North America Act, as you all know, each province in Canada became responsible for local government within their respective jurisdictions. Because of the different histories, people, cultures, religions and economics which characterized and still do characterize our various provincial areas, it is not at all surprising that the local government institutions which emerged early in our history should vary greatly from one province to another. It would, I suppose, be most amazing under the circumstances if there were any substantial similarity in the manner provinces tackle their respective local government responsibilities.

During the latter part of the 19th century and the early part of this century, which you might call Canada's Medieval Period, change occurred rather slowly in all aspects of our social-economic system and the structure of our local government institutions. It was a period when adherent to the philosophy "what was good enough for my father and his father before him" didn't really do all that much harm.

About 30 years ago – during and immediately following World War II – someone discovered and pushed the rate of change acceleration button, and that someone has been pushing on that button with increasing vigor ever since.

In this short period in Canadian history, vast changes have occurred in all aspects of our lives. In technology, in the social aspirations and expectations of our people, in the nature of our economy, in philosophy towards government role in our society, in the prime area of distribution of our people on land and so on. These changes are going on now and promise to continue in the future, probably at a more rapid pace than we have experienced at any time in the past. The prospects are both challenging and frightening.

These changes are extremely meaningful in local government terms and they create an entirely new set of demands to be met by local government in the provision of additional and entirely new public services. Today we must act much more rapidly just to keep even, we must think of things in a radically different manner than has been done traditionally and, inevitably, we must raise more money.

Of course, it's one thing to have the demand for modification in the form and operation of local government. It's quite another to have it happen at all, let alone in the right direction and at the right time. The maintenance of the existing forms is undoubtedly one of the fine characteristics of government institutions. I'm not going to attempt to establish the reasons for this phenomenon but the fact is that local government structures are extremely difficult to change.

Local government didn't really start to change until well after the need for change was evident. This lack of early response to need resulted in an increasingly large pile of accumulated problems – a pile which today is expressed vividly in many municipalities by congestion in the streets, polluted air and water, inadequate open spaces in our urban areas. overcrowded

schools, spiraling budgets and tax rates, strikes sometimes approaching open warfare between municipalities competing for the same piece of assessment, conflicts between urban, suburban and rural interests and increasing friction between the municipalities and their respective provinces.

Thirty years ago, discussions between provinces about their local government problems were relatively fruitless. Because the environments were so dissimilar, we simply didn't speak the same language. Now we are all confronted with substantially the same kind of problems and the pressing urgency of doing something about these problems. The innovations of one province are looked upon eagerly by all the others, with the hope that they may be applicable to their situation. This is not to indicate that there are still no difficulties of communication between provinces, but they are being reduced.

It must have been obvious to the Ontario people here that the remarks of my fellow panelist, Mr. Oliver, could easily have been about Ontario and I really didn't find anything in what he was saying that was not true of Ontario. I gather that some of his observations came from a brief that the Saskatchewan Urban Municipalities Association presented to the provincial government – they easily could have come from a brief presented by the Ontario Municipal Association or the Ontario Association of Mayors and Reeves.

My approach will be to first list the main problems in government in Ontario as I see them, not necessarily in order of importance. Following this listing I will attempt to indicate some of the activities taken or seriously considered in Ontario to aid in the resolution of these problems.

1. Insufficient revenue at the local municipal levels to provide new public services and to maintain reasonable standards for existing services.

2. A danger of dependency on real property taxation.

3. Inequitable assessment.

4. Increasing difficulty in raising capital money through public offerings of municipal debentures.

5. Unequal distribution of financial capacities between municipalities in the same region.

6. Traditional municipal council responsibilities have been so diluted, whittled away through responsibility transfer, the formation of special-purpose agencies, boards and commissions, as to reduce substantially the ability of council to perform in a comprehensive manner. The distribution of responsibility between local and provincial governments, in Ontario at least, is not appropriate under current and anticipated future circumstances. Some functions presently performed by the province should be assumed by local government and vice versa.

7. The physical environment is deteriorating in many cases faster than available resources can be brought effectively to bear.

8. As in Saskatchewan and Nova Scotia, there are too many small municipalities. We have in Ontario nearly 1,000 municipalities. The small ones are incapable, even with substantial shots of financial aid from the province, of providing a reasonable response to local needs. This results in large municipal service deficiency and precludes rational operation at a regional and provincial scale.

9. While considerable advances have been made in recognition of the imperativeness of planning as an intricate part of local and provincial operations, the application is still much too fragmentary and narrow in concept. Actions without a comprehensive planning base are still all too frequent.

Now, before I reach the conclusion that the weight of these vested problems are so heavy that it places Ontario as a whole in a distressed area category (and I didn't get that impression listening to Mr. Marchand this morning), I must say that Ontario's position is still dynamic and healthy. But unless we can take very rapid, progressive and positive steps to resolve the listed problems, the situation could deteriorate to the definite disadvantage of the people of Ontario, and to the people of Canada as a whole. (Supporting my contention that the state of Ontario's health is important to the nation is the fact that over 49% of Canada's national income springs from that province. So I think you should keep your fingers crossed for we taxpayers in Ontario!)

Our program, and our response, then, to these problems are based ostensibly on four very critical government papers, all of which have direct relevance to the problems of local government. Firstly, *Design for Development Phase I* is a statement made by our Prime Minister, Mr. Robarts, in the legislature in 1966, relating to the province's obligation and intent to proceed with the formulation of economical and physical development policies for the entire province. Secondly, the 1967 *Report of the Ontario Committee on Taxation,* now known as the Smith Report, looked intensively at federal, provincial and municipal financial relationships. Thirdly, *Design for Development Phase II,* a White Paper produced in late 1968, expressed contentions and set specifications with regard to local government re-organization. And finally, the *Budget White Paper,* presented in March 1969, explained the fiscal policy of the province.

In a nutshell, these various statements set the stage for some very major changes in the structure and method of operation of government – local, regional and provincial. These changes are occurring now. They are complimentary, they are concurrent; no one can possibly stand on its own two feet, they must go forward together.

The primary program is a reform of our provincial taxation system because we recognize, as a province, we are going to have to raise more money from the taxpayers to do the things for municipalities which need doing. That is a fundamental reform, involv-

"Reform of our taxation system is fundamental . . ."

"Basic criteria for regional government . . ."

ing provincial income taxes, provincial capital gains taxes, etc., none of them politically very tolerable, I suppose, but essential if we are to solve the financial problems of Ontario governments at the provincial, regional and municipal levels.

Secondly, we are studying a redistribution of responsibility between the province and municipality. Our studies have not been fully completed, but action has already been taken in three areas:

1. The administration of justice function has been transferred to the province, thus relieving the municipalities of some of the pressure on their fiscal resources (in excess of $20 million a year).
2. We are now in the process of transferring property assessment from municipalities with the objective of providing a more equitable evaluation of property throughout the province.
3. Recent legislation has provided the authority to transfer certain planning approvals and responsibilities from my office to certain regional councils. I think it can be expected that further transfers and re-allocations will be made as we determine a more rational distribution of responsibilities.

Thirdly, steps have already been taken to provide more provincial grants for municipalities. For example, our objective is to increase grants for educational purposes from about 35% to 60% over a three-year period commencing next year. In another effort to remove the tax load on residential property, we initiated in 1968 a new grant called, at least informally, Residential Property Tax Reduction, which provided for a transfer of approximately $120 million to ratepayers of the municipalities. This grant must be considered transitional in that it is subsequently to be replaced by new, more comprehensive and, I would sincerely hope, unconditional per capita grants to municipalities. We are trying to develop grants with no, or at any rate with fewer, strings attached.

Fourthly, a reform of local taxation is vitally necessary. We acknowledge that the present property tax is grossly unfair, regressive, and inefficient. There are four parts to the reform plan for local taxation, of which the reassessment of all real property at current market value is undoubtedly the most crucial. Beginning in January 1970 the administration of all property assessment will be taken over by the province. We expect to have the entire province re-assessed at market value in a five-year period from then and keep it up to date thereafter.

Reform of the local government structure is a long-term program. We are pursuing an active program of amalgamation because we feel it will balance and improve the actions of local government. Municipal consolidation offers the smaller municipalities the opportunity to create more workable units of local government now. It offers better ways to cope with financial pressures of increasing demands for municipal services. Finally, the establishment of a comprehensive system of regional government is the key element in reforming local government and perhaps the province itself.

Forgetting about Metropolitan Toronto for a moment (and that's a very difficult thing to do, of course), several areas have recently been or will soon be established as regional government units. The Ottawa-Vanier City-Carleton County Region, covering some 1000 square miles, with a population of over 400,000 people, came into operation on 1 January 1969. The Regional Municipality of Niagara, which is a consolidation of some 26 municipalities into 12, all under the umbrella of a regional government, will come into being on 1 January 1970. Both of these systems, of course, are two-tiered.

While not a regional government in the same sense as Ottawa and Niagara, a new city called Thunder Bay will be created on 1 Jan. 1970 in the Lakehead area. This will be a consolidation of Port Arthur, Fort William, several parks and two joining geographic townships. Studies of local government are currently under way in a number of other areas in the province, such as Hamilton and Wentworth County, Waterloo County (which consists of Galt, Kitchener, Waterloo and the surrounding area), the Counties of Norfolk and Haldimand-Halton, the City of Oshawa, the County of Ontario, York County, the District of Muskoka and the Sudbury Basin. All of these are areas where the local municipal leaders recognized the need for and are acting to bring about change.

In arriving at a decision to establish a regional government, we use a number of basic criteria. For example, a regional government will encompass a geographic area large enough for prosperous physical and economic growth. It will have a population large enough to achieve economy in the provision of public services. It will have a financial base adequate and diversified enough to support a reasonable level and range of services. This creation will involve much participation by the local people and we hope acceptance by local people. Above all, it will have a sense of community and a balance of interest.

We have no overall map of what we hope to achieve in Ontario; we have no time-table. I expect we will end up in southern Ontario with about 20 regions and sometime in the future – perhaps 10 or 15 years away – the nearly 1000 municipalities now in existence might be reduced to something in the neighborhood of 300. Our objective is to make regional government and its constituent municipalities as strong, as meaningful and responsive to the needs of the people of an area as is possible.

There are several items related to planning that should not be forgotten in this discussion. Placing responsibility for broad or skeletal planning on regional council does not mean an end to citizen involvement in planning. Rather, it is an attempt by the province to give the council more flexibility in the kind of organization it develops to carry out its planning functions, which may vary in various parts of the province. This is an indication of the importance of planning as a central function of local government. No longer will councils be able to hide behind advisory planning boards. The regional council must prepare a specific plan within a specific period of time. The government, in order to simplify planning procedures, must place responsibilities where they should be placed.

REGIONAL ECONOMIC DEVELOPMENT

Mr. Kent

Panel Presentation at CPAC's National Planning Conference, St. John's, Nfld., 16 September, 1969

Moderator: Mr. Tom Kent, Deputy Minister, Federal Dept. of Regional Economic Expansion

Participants:

Dr. R. S. Thoman, Director, Regional Development Branch, Ontario Dept. of Treasury and Economics

Mr. M. L. Bacon, Partner, Proctor, Redfern, Bousfield and Bacon

Mr. L. D. R. Dyke, Deputy Minister, Manitoba Dept. of Industry

Dr. Thoman:

The Regional Development Program of Ontario is based upon three fundamental concepts. Although singly these concepts are not new, we have found each, and their interconnections, increasingly important to our emerging program of planning and development. These concepts are:

1. The role of human values.
2. The existence of certain fundamental indivisibilities.
3. The interrelationship between planning, process and events.

If we accept the assumption that planning exists for the purpose of improving and rationalizing man's use of his social, biological, and physical environment, we become immediately aware of the role of human values in planning. We consider here three categories of such values: those of the populace at large, those of the planner, and those of the decision maker. The order is that of sequence rather than priority.

To be fully articulated, the position of the populace at large should be at the end as well as the beginning of this series inasmuch as planning is for people. It is vital at all stages of planning to be intimately aware of the spectrum of value judgments of the people for whom plans are made. The net benefit is at least threefold. First, those persons in a community or region who think and care about their area can provide a rewarding fund of both ideas and information that is otherwise unobtainable. Secondly, if a plan is for people, it clearly must relate to the full spectrum of values which those people hold. The earliest stage of the planning process must necessarily be constructed on a foundation of current value concepts. Transition from that position to a desirable planning goal or goals must also be made in full recognition of these concepts. Thirdly, a plan and the planner must always have the confidence of the majority of the general population.

Inasmuch as he is also a human being, a planner acquires a spectrum of value concepts and judgments that aggregately may be considered his methodology. This methodology is subject to consistent review to remain abreast of advances in science and technology, and in general philosophy as well. During the past 20 years, we have come to reappraise some of our basic approaches. With the enormous technological assistance provided by the computer, we now search more rigorously for scientific laws and principles that may be of value in the planning process. In the planning context as in perhaps no other, one is impressed repeatedly with the uniqueness of area and with the need ultimately to bring qualitative, sound judgment to bear on the problems of that area, once its problems have been thoroughly assessed in a universalist framework of reference.

In many western societies, decision makers are elected representatives who reflect the value judgments and concepts of the people. In addition, however, the key leaders of this group are understandably experts in "the art of the possible." One cannot overstate the importance of the values of this group in all facets of planning.

A second concept in regional planning which has become increasingly important to our efforts in Ontario has been the intimate interrelationship among many key ingredients. Indeed, we have come to think of these interrelationships as sets of indivisibilities. Although the act of planning sometimes requires separation and categorization of these indivisibilities, it is important that their basic nature be understood. Some considerations are sufficiently repetitive as to be easily identifiable. I am thinking particularly of

sector-space, fast growth-slow growth, urban-rural, and homogenous – functional interrelationships.

Although the sector-space indivisibility is rather obvious, I am surprised even yet at the tendency of scholars and practitioners to concentrate at a given time upon one of these, and more or less ignore the other. Human activity does not occur in a vacuum, but in a specific place or specific places with identifiable physical and biological features. Many abstractions also either take expression in space, or at least relate to space. Therefore this indivisibility is critical in any meaningful planning. It is also important to recognize the reciprocity in this particular indivisibility. Usually, one does not find a single casual relationship from sector to space or vice versa. Instead, a series of reciprocal impacts yield a final result. Identification of these impacts for planning purposes therefore can proceed from both the sectoral and spatial viewpoints, and not solely from either.

Related to this indivisibility is the interrelationship between fast and slow growth areas. Again, in the widest extent of our present knowledge, one must look to the earth as a whole for the largest expression of this indivisibility. We are all aware of various linkages in both the natural and the social environments among the various parts of the world, and know that a separation of these linkages may well result in erroneous conclusions. However, these linkages are altered in practice, in some cases and at some times rather thoroughly, by the existence of political states and their subdivisions. Within a given political unit, it certainly is erroneous to plan solely in terms of, say, areas of slow, intermediate, or fast growth. In my view, this approach has been one of the basic fallacies of efforts to date in Canada and the United States. We in Ontario recognize this relatedness of various areas within the Province, and therefore our approach is in terms of the whole Province – and through liaison with other provinces and the United States, of even larger political units.

The urban-rural indivisibility is only now coming to be recognized in its complete context. It is most applicable in technically advanced countries where urban growth and urban spatial influence are increasingly apparent. Certainly in most parts of Ontario, the distinction between urban and rural is increasingly artificial when related to livelihood, and almost as much so when considered in terms of social and cultural amenities.

The introduction of the dynamic element into interrelatedness yields two results: process and random events. The planner must necessarily be concerned with both, in two contexts – the milieu to which planning applies, and the planning process itself. With regard to the milieu, we have come to recognize change so repetitive as to be considered process. Although the pace of change varies, the change itself can be recognized in the social, biological and physical environment. In addition, because planning is itself a process, the net effect of repetitive change in both the milieu and the methodology is that of a constant need for re-assessment.

It is important to recognize, however, that all successions of events are not necessarily sufficiently repetitive to be part of a process. The planner, particularly, must ever be alert to the unique aspects of a region, regardless of its size, if his total efforts are to be successful.

An assessment of these three fundamental concepts – human values, interrelatedness, and change – leads us to new thoughts concerning their ultimate purpose. In our view, that purpose, through a judicious mix of all three concepts, is the optimization of the quality of life in a given area. Reaching this objective involves utilization of methods and techniques from a number of fields, sometimes one more than another, but the final goal needs to be expressed in terms of overall human values, and not merely in terms of political, or social, or economic values alone.

Mr. Bacon:

Since, in my view, the success of Regional Economic Development depends on sensible, logical, carefully thought out, wisely administered and courageous senior government policies, the concept must be understood and fully endorsed by the Cabinet and particularly the Premier. I suggest this because there can be a basic or fundamental conflict between regional authority and central authority.

This may not be readily apparent, so let me explain.

Problems in sparsely settled areas, or in less affluent areas, have rarely been viewed as a whole and as part of a national or provincial picture. Recently they have been considered more as such; and with an increasingly greater knowledge of the interdependence of the various parts of the country, plus a greater propensity for individual communities to work together, regions, whether formal or not, have begun to flex their muscles.

Senior governments have recognized that regional programmes are necessary, but at the same time are concerned that regional agencies will become more powerful, more able to sway large blocks of voters and more vociferous than is pleasant for the government in office. For if the government acts wisely, it may have to curtail expenditures in underprivileged regions, thus possibly alienating votes in the emerging regional blocks, or politically worse still, they may be obliged to spend increasing amounts in the underprivileged areas and incur the displeasure of the powerful urban centres.

In the past isolated paliatives in the form of a new bridge, a stretch of highway or a post office may have soothed voters but if the regional picture becomes clear far more comprehensive measures will be needed to swing the electorate. Governments are thus on the horns of a dilemma; they are anxious to move, yet frightened of the possible consequences of action.

Whatever the problems, I believe that a regional approach is essential. BUT, this must be within the framework of a national and provincial policy statement and programme. Life is becoming increasingly complex and the statistical background necessary to analyze and understand problems at a regional and provincial level is simply inadequate. Notwithstanding this obvious and serious problem, the attack upon it is painfully slow. Inter-departmental rivalry and lack of co-ordination is also regretfully apparent.

Development, to be successful, must be carefully planned. Planning can only be carried out from the top down. A national framework is essential for provincial action and, for successful

regional action, a firm and comprehensive provincial policy is unquestionably necessary, Such are lamentably conspicuous by their absence.

Planning might be said to be the choice of the right means to achieve desired ends. Politics is the art of public debate to decide what the ends should be. We haven't yet found a way to disentangle these two exercises. Nor have we found a way to fruitfully engage people generally in a debate on either ends or means.

I believe public debate leading to an understanding of the problems is essential, even if public acceptance of the solutions is not readily found. Fruitful debate is only possible if an adequate basis of knowledge is established on both sides. The "experts" must really know what they are talking about and the electorate must have a general knowledge of the area of discussion. The latter must be exposed to the subject from an early (Grade 1) age.

People in the past have accepted hard conditions and a difficult life. They were also *independent* to a large degree, both on an individual and small collective basis (municipality or community). Now, however, and we are just beginning to realize it, we are *interdependent* and every man must be his brother's keeper – to an extent. To be this he must understand how he relates and what historical facts have brought him to this state of interdependence.

Thus, the urban dweller must understand the problems of the farmer and the farmer must appreciate that urban life is not all "bright lights". He must recognize that the decline of the Newfoundland fishing industry is not caused by the fisherman or the provincial government but by changed patterns of world trade, eating habits, national competition and technology. The despoilation of some of the best fruit land in the world (Niagara) is a result of a free enterprise fight for cheap fruit and a national desire to sell off land to the highest bidder.

Unless we all recognize these conflicting desires and determine to follow carefully researched and formulated solutions after meaningful discussion, rather than continuing to pursue ad hoc action, we will be little further ahead when this Association next meets in St. John's. Frequently, we shall find solutions to be painful and embarrassing. But we should not be deterred. As long as we realize that we are acting for the future, *not* for the present, it should hurt less.

Mr. Dyke:

At the outset, I must state that I am not a planner; I am rather a kind of confrontationist. We hear words like "hypothetic", "ivory tower", and these are the words that people involved in my business sometimes apply to planners.

Obviously, the need for co-ordination (between planners and developers) is greater than ever before. Let me give you an example of the kind of thing that has happened and unfortunately is still happening: A prospective investor in the Winnipeg area, after consulting with planners and municipal officials, still concluded that he wanted to locate his industry in an area that wasn't serviced. Indeed, it wasn't even zoned for industry. This was rather disconcerting, needless to say, because it was a very logical location, with good space application and a reasonably close proximity to Winnipeg International Airport. But one of the engineers, concerned about water and sewage, observed, "Our plan tells us that this area shouldn't be developed until the year 2001," and the reply was, "Well, that's rather interesting, except not very relevant".

Cohesion in Manitoba's several distinctive areas has been going on for some time. This is an evolutionary process, accelerated by such things as the movement of people to the larger centres and by the creation of larger, more efficient farming units. Today we have almost the same number working in agriculture as in manufacturing.

Our concern, very simply, is job creation. We need more and better jobs with future employment opportunities. One of our major problems has been under-employment, not unemployment, due largely to the situation regarding grain production and marketing.

I'd like now to give you a little background on Manitoba's Regional Development Corporation program, which is one of the ways we are approaching this business of regional economic expansion.

In 1962 legislation was introduced in the Manitoba legislature providing for the creation of Regional Development Corporations. These are non-political, non-profit organizations formed voluntarily by groups of municipalities. Their boards of directors are composed of citizens elected to represent each member municipality. Full-time professional staffs are hired by the boards, and the provincial Departments of Industry and Commerce (particularly its Regional Development Branch) and of Agriculture work closely with them, offering a variety of technical advice and services.

The first Regional Development Corporation was formed in the south-central part of Manitoba in 1964. Since then several others have been organized and we expect more next year. Provincial grants are made annually, under a three-year agreement, and per capita levies are paid by member municipalities to help finance the work of the corporations.

Primarily concerned with improving the industrial and agricultural achievements in their regions, these corporations are becoming involved in such other areas as tourist promotion and better services for rural areas. They offer the opportunity for more confrontation between citizens, labour unions, governments, and professional consultants – resulting in consensus decisions on the region's economic future.

Premier Shreyer, who is also Minister of Indusry and Commerce, has recently stressed the need for regional planning. In this regard, the corporations' professional staffs will be preparing regional plans within the framework of an overall provincial plan, working on specific targets for regional development to 1980.

In conclusion, we realize that regional development will depend on new emphases and new strategies. We think there is a need for more and better federal direction about investment by both the public and private sectors. We must make the financial institutions in Toronto and Montreal aware of the investment opportunities in the centres of Western Canada.

REGIONAL SOCIAL ADJUSTMENT

Dr. Collier

Panel Presentation at CPAC's National Planning Conference, St. John's, Nfld., 16 September, 1969

Moderator: Dr. R. W. Collier, Assistant Professor, School of Community and Regional Planning, University of British Columbia

Participants:

Mr. Z. W. Sametz, Deputy Minister, Newfoundland Dept. of Community and Social Development

Mr. Martin Lowe, President, Northern Regional Development Association of Newfoundland

Mr. R. V. Blakely, Prince Edward Island Dept. of Development

Mr. André Saumier, Assistant Deputy Minister (Programming), Federal Dept. of Regional Economic Expansion

"Newfoundland's Resettlement Program is a good example of socio-economic development"

Mr. Sametz:

Regional development discussions tend to concentrate on economic expansion. It is comparatively easy to define economic objectives and justify public expenditures on projects which warrant investment for visible dollar returns. Today a much wider perspective is necessary.

Obviously, we can't have economic development without social change, as everyone in the community is affected. Thus, making a fundamental appraisal of the kind of society with which we are concerned is basic to development planning. To be successful, development programs must have the positive comprehension and active participation of the people involved.

Newfoundland's Resettlement Program is a good example of the type of socio-economic development process I have in mind. Basically, a demographic problem, it concerned a population of half a million scattered amongst 1300 tiny communities isolated along our shores. Almost completely dependent on the inshore fisheries for their livelihood, the fishermen averaged $800 annual income. Because of location, their families were denied the normal amenities of education, medical and other community services.

People in these circumstances began to move to larger centres long before government assistance was made available to help them relocate. From 1945 to 1954, 41 communities were evacuated voluntarily, with no government aid whatsoever. In 1954 provincial legislation was passed inaugurating the

relocation assistance program which has developed over the past 15 years.

At first, the province provided $150 per household if 100% of the community petitioned for relocation. This was increased to $600 per family by 1965. During this decade some 8000 people had moved, deserting over 100 settlements. Coincidentally, of course, improved fishery developments and other work opportunities in selected growth areas added their appeal to centralization in this emerging industrial province.

In April, 1965, the Federal-Provincial Fisheries Household Resettlement Program was instituted. By that agreement, relocation grants were increased to $1000 per household, plus moving expenses and $200 per family member. These allowances were further increased in 1967 for families moving to approved relocation areas. During the four years that this federal-provincial scheme has been operating, 2371 households (approximately 12,000 people) have been resettled.

Such a program involves complex sociological factors, including basic demographical considerations, and requires a rationale and policy framework far exceeding the narrow economic one so often applied to development programming.

Mr. Lowe:

Ten years ago the communities on the north-western peninsula of Newfoundland had virtually no communication with each other. Until 1962 there were no roads linking the coastal settlements and no community organization.

The people were used to the government telling them what was going to be done, not asking what needed to be done. Many blunders were made and money was wasted because of poor planning.

The Northern Regional Development Association was established to give the citizens of this area a voice in shaping their own destiny. The organization is financially supported entirely by the members – $1.50 per person annually. For the first time the people are being listened to and we are getting co-operation from the government in doing the things we believe need to be done to improve living conditions in the region.

This is not to say that we don't have differences of opinion – both among ourselves and with the government. For instance, we are not all of the same mind about the resettlement program (described earlier by Mr. Sametz). However, through our Association, people now have the opportunity to express their views, and we try to work for the betterment of all, not just a few.

Throughout Newfoundland, there are now 15 organizations similar to the Northern Regional Development Association. We hope eventually to form a council including members from all these citizens' groups.

Mr. Marchand said yesterday the city is becoming the nucleus for the region. I don't believe this concept applies to Newfoundland where we still have so many small centres. But I do agree that any regional development programs must take into consideration the opinions and feelings of the people they are going to affect.

"Remember, the name of the game is People"

Mr. Blakely:

After observing the reactions of people, I am convinced that the social adjustment part of any regional economic development program should be funded and started much earlier than is the case now. We keep making the same mistakes over and over again and then wonder why people are unhappy.

Let me give an example. Some time ago I talked to the man in charge of a $103 million hydro dam project. The dam was going to create a lake in a valley where many people lived and I asked him, "Are you anticipating any serious problem in getting the residents out of this valley?" He replied, "No problem. The water will rise. The people will move or drown."

Surely, this is no way to plan! People must be involved from the very start. Our dilemma as social planners is that, once we have involved them, found out their real and felt needs, we must examine all the alternates and come up with the very best answers to their questions and fears.

Remember: the name of the game is people. Happy, satisfied people don't have to be sold on a program if they have been involved in planning it. It pays to get their thoughts down and to plan properly because we can't afford to be wrong. The object is first to have an effective program to do the job, to implement the program at a rational rate, phased in a reasonable manner. People shouldn't be pushed into schemes they don't want because

of time schedules or dictating outsiders.

You know that on Prince Edward Island we are starting a $125 million total social and economic development scheme to be phased over seven years, with a promise of another $125 million for the next seven years. A large part of this program is aimed at improving the dignity of the individual.

We have a youth program to help culturally deprived "slum kids" – both urban and rural – to broaden their perspectives of P.E.I. and the world. Selected youngsters will be taken off the Island to see the rest of Canada. We are assisting in the establishment of a centre for continuing adult education, in the organization of co-operatives and credit unions, in the development of programs by citizens' associations.

Voluntary Rural Development Councils are being encouraged to take over the large community development and counselling programs. Without doubt, the people are going to make themselves heard on P.E.I. as never before.

"Problems are solved not by plans but by actions"

Mr. Saumier:

Sometimes I think there is a tendency to draw too much of a distinction between what one might call economic expansion and social adjustment programs. Personally, I do not like the phrase "social adjustment". It has a paternal or contentious connotation. I would prefer the expression "social expansion", but somehow this has not yet found its way into our vocabulary and may be quite mystifying.

This distinction between economic and social expansion might lead us to believe we are confronted with two different orders of problems and that, therefore, we should engage in two different kinds of analogy and two different kinds of programs to solve the difficulties. I disagree with this type of thinking.

Economists for many years have been looking at the problems of underdeveloped countries and have devised models, complicated names and all kinds of techniques to resolve difficulties. The concept of economic development is well known: it sounds good.

On the social adjustment side, we are still tributaries to the "Old School of Social Work." This is a paradox, because that old school is being replaced by a new school – so much so that the word "welfare" is now a bit discredited. This disequilibrium in our thinking is why we tend to make a distinction between economic growth and social adjustment (with its connotations of poverty, welfare payments, education of the handicapped, etc.)

Some too easily regard social adjustment programs as being aimed only at the lower 1/5 or 1/3 of the population, while economic expansion programs are seen as dealing with the upper 1/3 or 1/2 of the population. The classical process rests on acceleration of industrial growth, creation of new jobs and adjustment of the individual to the new job so created. In my view, this model is too simple and too simplistic.

If our idea of economic expansion and social adjustment indeed rests on such a simple approach, it will prescribe a very simple cure and any results will be accidental because the ills have been diagnosed from an unsatisfactory state of knowledge.

We must not forget a basic principle of sociological thinking: the isolated individual is a figment of the imagination; rather, the individual is someone who lives in a group, in a society and in a culture. It is much wiser and more effective to work with the community as a whole, so that the individuals of that community can visualize the process and will feel that here is a meaningful and satisfactory program for them.

This is the approach being used in the Gaspé area of Quebec, and the response of the people is fantastic. The program calls for the disbandment of many marginal parishes on the peninsula. But the people are willing to move because they are confronted with a rational situation and they know that what they are being asked to do is meaningful. They are being given a chance to preserve values meaningful to them and to gradually introduce themselves into a new community, even though they have no prior experience in that community.

We must also remember that, just as individuals are not isolated atoms that can be shifted around in any manner, regions are not entities which exist in a vacuum. There is a direct parallel between the state of underdevelopment of an area in social and economic terms and in institutional terms. Usually the more retarded or depressed a region is, the less organized it is to deal with its own problems. Therefore, before such an area can be brought to a more adequate and satisfactory state of development, its residents must be convinced that what is being proposed is right and beneficial for the whole region.

Development programs made for and with people leads us to the concept of participation. This is at once a point of departure and a very important objective. Everyone reacts positively to change, and experience has shown that people must be given the opportunity to decide how best to implement change for their own future progress and happiness. Through participation and confrontation, people come to realize it is impossible to achieve everything at once or to grant everyone all they might want. They also realize that the best way to reach their goals is through a process of choice and by an orderly pattern of development.

Participation isn't something that can be assumed for its own sake. Problems are solved not by plans but by actions. It is not enough to go in to a depressed area and promise marvellous things – that would be simply perpetuating delusions. Meaningful participation comes when people are working together towards an interesting and rewarding quality of life – not in despair but in hope, not in the past but the future, not in stagnation but in progress.

"Your Towns and Mine"

By IAIN JACKSON
Senior Planner, Newfoundland Dept. of
Municipal Affairs

ST. JOHN'S was particularly fortunate this year in that it played host to the annual conference of – amongst many others – The Town Planning Institute of Canada and the Community Planning Association of Canada. A feature of both these conferences was the exhibition on display in the magnificent Arts and Culture Centre.

This exhibition, entitled "Your Towns and Mine," was assembled and organized in the Provincial Planning Office of the Department of Municipal Affairs of the Provincial Government. On the assumption that, for the majority of the delegates this was their first visit to Newfoundland, the exhibition's creators began with an attempt in pictorial and cartographical form to present a brief description of the province.

A series of related maps and photographs showed the importance of fishing, mining, tourism and forestry to Newfoundland, an indication of population distribution, the availability of power resources and the provincial transportation network. The exhibition set out a "seven point planning policy for Newfoundland and Labrador". Next there was a listing of the work undertaken by the Provincial Planning Office which included details of all regional, municipal and local area plans completed and underway.

There followed a comprehensive section illustrating new housing projects in Newfoundland, in Svappavaara in Northern Sweden – because of climatic and other similarities, and in Leicester in England. There was also a section on the central area redevelopment in Leicester, the first town in Britain to admit that unconditional surrender to the ever-advancing motor car means the finish of city life as we know it today. Consequently, Leicester has based its plan on restricting the use of the private motor vehicle, and facilitating the role of public transport in the city centre.

After this there came several thoughtful panels devoted to the evolution of the new Nova Scotia Planning Act and a general review of the state of planning in that province. Also from Nova Scotia there came a section devoted to the province-wide "downtown paint-up schemes" which were initiated to mark Centennial Year.

Prince Edward Island exhibited material illustrating the joint federal-provincial study undertaken in that province. The New Brunswick Housing Corporation sent an interesting display on redevelopment and rehabilitation in three long-established towns where the economic base of the area has changed over the years, but has left a substantial legacy of industrial and residential buildings and despoiled land.

Several of Canada's leading planning consultants displayed examples of their work with particular reference to projects in Newfoundland. These included the Burin Peninsula Regional Plan, the St. John's Urban Peninsula Study, the Pippy Memorial Park, the proposed new town adjoining Mount Pearl west of St. John's and the very large Mundy Pond Urban Renewal Scheme, which also proposes extensive rehabilitation of existing houses and the installation of public services. Work abroad illustrated came from as far afield as Monaco, Scotland and Dar-es-Salaam.

In some ways the most significant section of the exhibition was that devoted to the Acres-sponsored concept of the Mid-Canada Development Corridor. This is of keen interest to this province as the western part of Newfoundland and a large part of Labrador fall within the corridor. This presentation comprised a series of survey maps illustrating the physical form, climate, soils, vegetation, existing natural resources and communications which led eventually to the selection of the growth corridor.

During the TPIC conference, the exhibition was further enhanced by the inclusion of a mural 30′ x 7′ entitled "Des Aspects d'Urbanisme" which was the work of two members of the staff of the Provincial Planning Office. As the title suggests, the mural presented in pictorial form an historical account of the changes in man's built environment in response to changes in his natural environment and social, economic and technological advances and ventured a tiny glimpse into the future. The mural was subsequently purchased by the Memorial University of Newfoundland and was therefore not available for display at the CPAC Conference.

The Provincial Planning Office is making an effort to involve and interest the general public in the planning process and to this end the exhibition is somewhat lightened by the inclusion of cartoons and a children's mural. It is planned now to take an abbreviated version of the exhibition for display in Gander and Stephenville and subsequently to other centres in the province, and simultaneously to include a section on planning activities in that particular area.

Uses and Abuses of Planning

PERHAPS THE most significant development in human behaviour in the last one hundred years has been the building of great cities. There have been great cities in the past, usually capitals of wide-spread empires. But never before have such enormous numbers of mankind concentrated themselves into vast conurbations, situated at economically strategic points throughout the globe.

The growth of big cities has been no accident. They happened because it was convenient to large numbers of people to concentrate themselves in close proximity, in order to raise their standards of living. People wanted to live close together to get jobs, or a wider choice of jobs; to get better pay, and to get more material goods for themselves and their families, and better opportunities for their children.

The great conurbations are not primarily the products of the "profit motive" or of the real estate developers. The developers were only able to exercise their activities because something else had created the demand. Big cities are then no accident. Yet it has to be confessed that there are very few of them which offer anything approaching ideal conditions for living or working.

The trouble is that too many people trying to conduct their lives in a limited space produce chaos. The journey to work for millions becomes a daily burden. Wage earners arrive home tired out. Social contacts involve equally extensive journeys, and are consequently reduced, often to a minimum. It is a truism to say that there is no more friendless place than the big city. Time and again, people who leave Newfoundland endure and exist in big city life; but their one aim is to come back to a better society in a smaller community, even though, in so doing, they make a substantial economic sacrifice.

It should be possible so to plan big cities that life in them is for most people a good and full and happy life. But the condition of this is almost certainly a limitation in city size. This lesson mankind has had to learn by hard experience.

Between the two wars, London ate into the surrounding countryside until there were 20 solid miles of housing between the central core and the rural periphery. Indeed, it now takes 50 miles of journeying in a westerly direction before one finally leaves the traces of greater London behind. It was only when the damage was done, and when aerial bombardment forced people to think about sensible rebuilding, that the case for action became clear. A sacrosanct green belt around London was created in which no new building was permitted, and beyond this, new towns were built, planned as complete entities with their own factories and offices, and a minimum of commuter population.

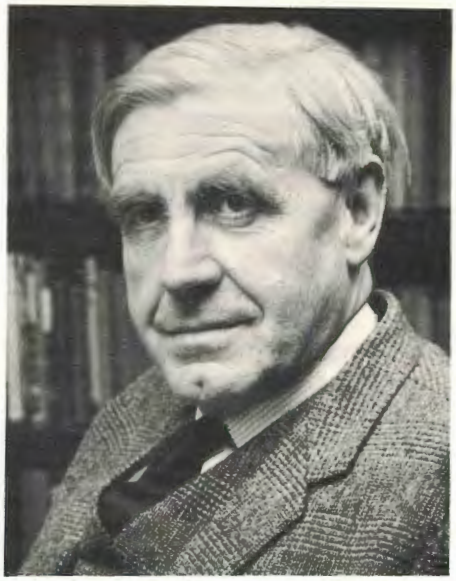
This policy has succeeded and the population of central London has at last started to get less in the past seven years. Success would have been achieved much sooner if steps had been taken to sterilize industrial sites in the city itself, as industry moved out to the new towns. This was not done, so the benefits of regional planning came far slower than they should.

Note that the new towns are not suburbs for the rich and prosperous, but working towns where the bulk of the population are employees in the lower and middle income brackets. The rich suburb, with its private golf course, its exclusive club, its peripheral wall, and its private police force, is a pretty miserable place for its

Address By

THE LORD TAYLOR
President and Vice-Chancellor
Memorial University of Newfoundland

Delivered at the
CPAC National Planning Conference
St. John's, Newfoundland
15 September, 1969



inhabitants. It is also a source of envy and enmity to those who remain behind in semi-slumdom. Such communities are an invitation to social disruption and political hatred.

A good community is a mixed community – mixed in occupation, mixed in social class, mixed in talent, mixed in belief and attitude – in which rigid segregation is unthinkable. A good community is also not too big and not too small.

In the case of our great cities, remedial action is urgent. It is also politically painful. Green belts are essential; planned new communities are essential; and these cannot be left to the "profit motive" alone. A new community must embody not only homes and schools and shops, churches and social centres, but also work places. Its links with its parent city must be economic, but it must be an entity in its own right.

The replanning of the great urban centres of the world involves regional planning. It involves ruthless control of land use. It involves the prevention of the exploitation of the growth in land values. Here is a sphere where community action, where the philosophy of public enterprise, must be ruthlessly (but not rigidly) applied. Within the planned framework there is plenty of room for individual initiative and enterprise, but it must be part of a planned totality. The new towns of Britain have shown that, in the long term – that is over a 20-year-period – such a philosophy can be profitable, not only for the community but for private industry and commerce. The only loser is the non-productive speculator.

I said a moment ago, that the good community must not be too big or too small. I have studied the size of towns and villages, of factories and of mines, of hospitals and schools, and, more recently and of necessity, universities. Precise measurements of human happiness and human efficiency are not easy; but we have begun. We can measure the journey to work. We can measure the number of social contacts and relate this to the journey to work. We can measure the distance to shops and schools. We can measure crime rates and psychiatric illness rates and relate these to the size of communities – new and old.

I have myself particularly investigated the psychiatric illness rates, and have reached some unexpected conclusions. I had thought that a well-planned town might reduce the neurosis rate. In fact it does not do so, even though it does increase the apparent degree of satisfaction with life and human happiness, as measured by the desire to move and go somewhere else. On the other hand, the well-planned town does reduce, and reduce strikingly, the level of severe psychiatric illness, that is the psychosis rate.

This finding was entirely unexpected. It is markedly significant even when all corrections are made for differences due to social class and age structure. It appears to be related to the much richer social life which is possible in a well-planned community.

My conclusion is that the optimum maximum for the town of the future ought to be a population of 120,000. Even this is on the high side. Within this figure the town must be broken down into community areas, none of which should exceed 20,000. It is clearly possible to create by planning a new city. Such a new city, for over a quarter of a million people, is now being built in Britain in North Buckinghamshire in Milton-Keynes. It will consist in essence of three or four units, not vastly different from my optimum town.

During the 20 years which have elapsed between the creation of the first new town and the building of the first new city in Britain, planning opinion has swung back and forth on the subject of housing densities. It is interesting to find that the new generation of planners have got over the fad for intensely high densities, with 20 or more dwellings to the acre. They are back to the 12-15 dwellings per acre, which we decided was the optimum figure 20 years ago.

One of the features of modern city life is the juxtaposition of degenerating housing in multiple occupancy and modern high-rise apartment blocks, whether commercially built or community subsidized. It is not surprising to find that time and again social life is far richer in the degenerating slum than the hygienic high-rise apartment. These rabbit warrens or beehives seem incapable of developing the richness of social contact which is so apparent in the street where children play together and neighbours continuously gossip. Given a choice, 90% of urban dwellers want a house and not an apartment or flat. This is no foible but a choice based on sound sense. For the unmarried person, for the young family with no children or one baby, or for the old people whose children have left home and whose energy is declining, an apartment is often ideal. But for the rest of us it is second best. It is a confession of failure. I sincerely hope we shall ration apartment building to a rigid 10% for the future.

Thank goodness, this great country of Canada has still 99% of its surface unspoiled by foolish human development. We can learn in time from the mistakes of others, and, provided we are tough with ourselves, we can improve life for ourselves, and greatly improve it for future generations.

The factory or work-place is all too often seen purely in terms of engineering and economics. Human happiness and efficiency is as yet scarcely considered. In the factory or mine, absenteeism due to alleged ill health and the incidence of industrial disputes, rises steadily as size increases. The optimum maximum in human terms is 1,000 workers, with 400 to 600 for preference. It is surely preferable to plan transportation of partially finished products to a central point for assembly, and by so doing to create the conditions of a good life for all concerned, than to concentrate the whole process in a complex of 20,000 workers, where human dignity and human life become less important than the assembly lines and the computers controlling them.

It is the same story with hospitals. The hospital of 2,000 or 3,000 beds, though hygienically perfect, is a misery for all who work in it; again absence rates of doctors, nurses and medical auxiliaries rise steadily, as size increases. The optimum maximum here appears to be 400/600 beds. With schools, the optimum maximum would appear to be 800 pupils, with much smaller numbers for primary schools, though I fear we often exceed this figure. The ideal university is, I suspect, well under 10,000 students. But here it is possible, as with the planned town or planned city, to achieve what is necessary for even somewhat larger numbers, provided the community is itself broken down into a series of separate smaller colleges, for social and residential and some academic purposes. The immense success of Oxford and Cambridge, each of them with nearly 10,000 students, as compared for example with the University of Paris, is entirely due to their collegiate systems.

I am a comparative newcomer to the City of St. John's. It is the most fascinating community in which it has ever been my good fortune to live. As an example of successfully unplanned town planning, it can rival many of the smaller cities of France and the United Kingdom. It has avoided the boring grid structure which mars so many North American cities. It has grown organically and gradually around its harbour, and in its old streets there is a clustering of social class which amazes the newcomer.

Not long ago, Her Majesty the Queen was visiting Norway. She was taken to see the Museum town of Old Bergen. She might well have been in any back street of the old part of St. John's. Here is something enormously worth preserving, not as a dead museum, but as a superlative piece of successful city building. We have to watch continuously that well-intentioned town planning does not destroy the rich social life which is a feature of downtown St. John's. It is not just a question of preserving a few catalogued or scheduled buildings. This is a whole community which is an example of successful social life. Of course, communications within the city must be improved. Of course downtown St. John's requires rejuvenation. But it will not be done by killing this virile, vigorous mixed community.

There are three dangers which we have to guard against. Here in St. John's we have a perfect case study in community planning. I believe the lessons we can learn here are of wide general application.

First, we must avoid too much "bite by bite" development. St. John's is growing in a crescent form, with extensions at each end of the crescent. The time is not far off when the bites at each end of the crescent into the countryside should cease; the further development of St. John's should then become an operation in planned decentralization – with the purposeful movement of work and homes and the rest to new urban centres. The present St. John's is a very good place in which to live for all income groups and for all strata of society. We must purposefully keep it so.

The second danger is an excessive multiplication of high-rise apartments. There may be room for a few more high-rise apartment blocks; but bear in mind the absolute maximum of 10% of apartment dwellings as a pattern for the future.

The third danger is "catalogue building". By this I mean the creation of homes out of books produced by well-meaning publishers which differ in no way from those developing all over North America. Newfoundland has a remarkable and interesting tradition of home construction which is perfectly adapted to the needs of its climate. But multiplication of hips and gables, of copies from far afield, does little to enhance the quality of urban landscape, or the quality of social life itself. Building should be in the Newfoundland idiom. Surely it is not beyond our architects to adapt that idiom to the 20th Century.

I see here a unique opportunity. St. John's is quite by chance a prototype for urban development. It should be a mecca, not just for the tourist, but for those who want to learn about urban communities. That is why it is so gratifying that your Association should be meeting here. We are fortunate in having a Town Council which is fully aware of its historic heritage and its present duties. The Provincial Government is no less keenly dedicated to the principles of wise planning and sound social development.

I hesitate to enter the controversial area of resettlement. But I would say this. I do not believe that the small village of 40 or so families is necessarily the idyllic life which literary escapists paint it. I notice that they seldom choose it for preference for themselves, and when they do so, they soon abandon it. The minimum size of village or township which can offer reasonable work opportunities and a good life, particularly for the women and children, is I believe about 800 – 1,000 people.

Eighty years ago, a reporter in the Press Gallery of the British House of Commons, began to interest himself in town planning. He observed the unrestricted growth of great cities. He saw the people, with health and happiness diminished, growing up under the pall of smoke, far from the beautiful British countryside. So he envisaged the Garden City, in which the glories of the British garden were made available to all, with work places and shops close at hand. Ebenezer Howard's Garden City resembled a wheel in its planning, with housing along the spokes, shopping and community development at the hub, and industry planned around the rim on a circular railway. Between each spoke was a green belt or green finger of countryside. Howard's plan has undergone many modifications, but his principles of the good environment are basic to all community planning.

Toni Garnier, a French architect, envisaged a linear city, with areas zoned for industrial development. Zoning has much to commend it. But it also provides a simple example of the error of that common saying – "You can't have too much of a good thing". You can. We now know that a modern factory need not be noxious. Clean electric power makes it a suitable neighbour for offices and high density residential development. Its presence adds diversity and cuts the journey to work. Industrial zoning is sensible, but too much industrial zoning, indeed too rigid and too much of any kind of zoning, is sterile and bad.

I have to confess that I find the National Parks of Canada less exciting than I had hoped. They are dedicated to the preservation of wild life. Yet the most interesting of all forms of wild life is the human animal. Alas, people are zoned out as participants and zoned into the mere roles of spectators. Here I commend the British conception of the National Park, which keep living communities, not synthetic Williamsbergs, as a part of the park scene.

The third great name in town and country planning is that of Alker Tripp. He was a policeman. He realized that roads are not simply links between points, but are like rivers. At their sources, they are traffic generators. Here they are small rivulets at the individual houses and homes. But soon the rivulets join, and the flow becomes a torrent. On these 'torrent roads' housing is quite out of place. Here the slightest jam soon produces a great log pile.

So modern planning has to take into account human needs, the human environment and human movement. It has to take into account the need men have for work and shops and schools and gardens and the countryside. This difficult equation is one you have to solve. The principles are becoming clear. But I would beg you always to remember that planning is made for man, and not man for planning; that it is very easy to draw neat zones on maps and stop people doing what they want to do. Sometimes, indeed, it is very important to say "no". But neatness can be the enemy of the good life, and too much planning can sterilize humanity out of existence.

In striking a happy balance, the planner of the future is exercising the highest possible degree of statecraft. You provide the framework within which we must all operate, and your mistakes are with us for generations to come. Conversely, your successes are accepted as a matter of course. Do not be discouraged by this. It took 2,000 years to build Rome, and none can name the master-planner. You are the builders of the good life of the future, and it is only within the parameters which you provide that the good life for all becomes possible.

CPAC tour visited Toronto waterfront areas (above) and was briefed by Jack Jones, Toronto Harbour Commission chief engineer (below), before returning to old City Hall for discussion (right) and inspection of Ontario Place model (lower right). (Photos by Howard Anderson Photography Ltd.)

CPAC COVERS THE WATERFRONT

By Mrs. JOYCE M. TYRRELL,
Chairman, Waterfront Committee
Toronto Region Branch

THE TORONTO Region Branch of CPAC sponsored a "happening" last September. More than 200 persons participated, first visiting Toronto's old City Hall to view charts, models, slides and movies relating to the central waterfront area of the city. A two-hour bus tour of the downtown shoreline followed, with the professional staffs of the planning boards and harbour commissioners doing the commentating. An extensive information kit containing the most current civic reports, plans, developers' brochures, etc., was given each bus passenger and distributed to the news media.

The tour included visits to two sites – the harbour headland, and Ontario Place, both of which are being created off-shore by the land fill process. Upon return to the old City Hall for coffee, everyone gathered on the great stairway for an informal discussion. The consensus was that CPAC, through the Toronto Branch executive, should urge all levels of government to set up an appropriate agency which would implement the 1968 conceptual plan of the Metro Waterfront.

The "happening" was scheduled not only for the information and interest of our members, but also for the education of locally elected representatives of all levels of government. With critical decisions ahead of them, we hoped that they would thus be in a better position to fully understand all the ramifications of the plan. In addition, we hoped to provide a dry run for the bus line so that similar waterfront tours might be offered to the public next year.

This was the latest in a series of events such as boat trips, public meetings, briefs to Councils, conferences, workshops, newsletters, etc., through which CPAC's Toronto Branch has tried to stimulate concern for this hitherto neglected (as regards planning) area of Toronto. The efforts are now beginning to reap dividends.

Last month the pot that had been simmering for months suddenly boiled over. The Hon. Stanley Randall, Ontario's Minister of Trade and Development, announced in the provincial legislature on October 6th the government's plans for implementation of Harbour City (to accommodate between 50,000 and 70,000 persons), a concept which is incorporated within the Metro Waterfront Plan as a result of the Harbour Commissioners' planning. Immediately both interest and hostility to the idea ran high, both in the legislature and in the press.

Questions regarding jurisdictions, land under the water, off-shore zoning, all part of the tangled web of implementation, emerged from under the rug into the light of day. The kits, prepared by CPAC for the happening, were suddenly in great demand, as they provided a ready reference concerning recent waterfront proposals as well as background material.

The involvement of CPAC with the waterfront is a story of years of effort. It is also a tale of how a city found the shoreline it had lost. Since 1954, the Toronto Region Branch has worked toward the planning and implementation of an outstanding waterfront for the Metro Toronto area. In these 15 years, we have regarded this project as one important factor in the quest for excellence in the quality of our urban environment.

The story of the making of a waterfront for Toronto and Metro Toronto goes back to 1911. It began with a plan for the City of Toronto Harbour and continued with the steady development of that plan until it was virtually completed prior to the opening of the St. Lawrence Seaway and to the federation of the 13 municipalities that make up Metropolitan Toronto.

Good planning often means taking an idea 'whose time has come', polishing and extending it, then pushing in the right places. Late in the 1950s it occurred to many individuals and departments of government that the time was ripe to consider the 50 miles of shoreline in the Metro Planning areas as an entity, rather than as chunks of real estate controlled by a series of municipalities bordering on Lake Ontario. A plan for such an area is expensive. The mere preparation of the present plan cost Metro $200,000 and no one has yet dared to estimate the long-term development costs.

Politicians need to feel that they have citizen backing in order to justify large expenditures of public funds. In 1959 CPAC provided that impetus by presenting a brief to Council. In 1963 this brief was incorporated into the first Waterfront Appraisal as proof of citizen interest. A staff report at the time said: "Perhaps the best statement of objectives encountered was that of the Toronto Region Branch CPAC as outlined in June 1959." In part, the brief visualized:

The waterfront, designed as a whole, from end to end.

An Eastern and a Western Parkway, east of the Don and west of the Humber, each an inspiring approach to our Metropolis.

Landscaping as a harmonious whole along the Parkway, screening out the ugliness and enhancing the vistas.

New industrial areas, reserved for water-using firms such as an atomic power plant for the region.

All water uses, intakes, outlets and recreation uses – sited with adequate foreknowledge of lake currents and other geographical factors.

Recreation beaches reserved in advance of need and access thereto maintained in public ownership.

Apartment blocks so sited along the Parkway as to take advantage of the lake view, the beaches, and the Parkway itself, and so attractive as to warrant high assessment.

Vantage points, promenades and 'harbour view' restaurants, so planned as to permit enjoyment of the activities of ships and of dockworkers as has been done in many famous foreign ports.

The joyous use of all kinds of small craft, in the open lake and in sheltered water. Marinas so planned as to accommodate the increasing number of small boats; marinas planned before, not after, new land is made.

Recreation lands, parks and beaches, maintained free from undesirable commercial encroachments

through the implementation of an official plan.

The Islands as safe and lovely places. We see no private cars upon them, but we do see their functions defined and grouped as part of an imaginative plan.

Through the 1960s, the making of the Metro Waterfront has progressed, on paper at least, through all committees until now it has been accepted by all the municipalities of Metro and awaits the signature of Metro Council. It is here that the hard bargaining between government begins. At this point the Plan ceases to be merely a concept and requires the necessary machinery for financing and implementing. More important, now more than ever before, is the steady public pressure on elected representatives to tackle their difficult task. Most important of all is the steady groundswell of public enjoyment of the waterfront. All this is the task of CPAC.

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Charge for advertisements: $25 per insertion to CPAC sustaining members, $40 per insertion to non-members.

PROVINCE OF SASKATCHEWAN

Community Planning Branch
Department of Municipal Affairs

COMMUNITY PLANNER III

Planners with substantial Canadian experience are required to enable the branch to undertake expanded responsibility in guiding the preparation of municipal plans, defining planning regions and preparing regional plans, and designing and developing remote industrial towns.

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Apply to Director of Community Planning

Administration Building,
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To be responsible for the preparation and co-ordination of District and Area Studies and their incorporation into Official Plan Amendments. Good report writing ability and a degree in planning or related discipline, T.P.I.C. membership and municipal planning experience preferred.

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Personnel Department
BOROUGH OF ETOBICOKE
550 Burnhamthorpe Road.
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The Urban Development Corporation:

The Jamaican Government's Urban Development Corporation was established in 1968. It is responsible for the promotion, planning and implementation of major schemes of development or redevelopment throughout the island. The Corporation's powers allow it to acquire and dispose of land, to carry out infrastructure works and secondary development where appropriate, to construct and maintain public facilities such as parkland, parking garages, etc., and generally to carry out a role similar to that of a major private developer but acting on behalf of the Government and people of Jamaica.

Staff Requirements

We are undertaking important and challenging planning work and are prepared to recruit our staff from anywhere in the world provided they have the necessary qualifications, training and experience.

Staff recruited overseas, of whatever nationality, will be granted an appropriate allowance for removal expenses.

Chief Architect/Planner

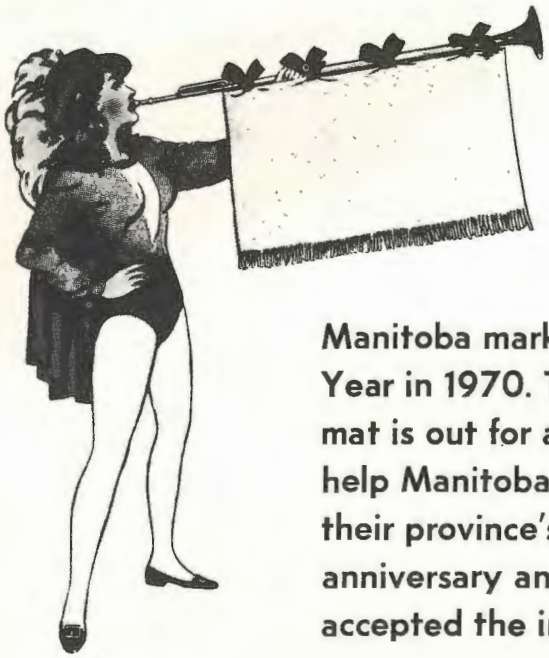
The Chief Architect/Planner will be responsible for leading the team and for organizing and co-ordinating all aspects of the technical work. He will be directly responsible to the Manager of the Corporation. He should, ideally, be qualified in both fields, but an architect with extensive planning experience or a planner with experience of working with architects would be considered. Tropical experience and some familiarity with planning for tourism would be useful but not essential. He will be expected to lead the team from a drawing board rather than a desk. During the initial settling-in period, he will be working with the Corporation's Acting Chief Architect/Planner – David Gregory Jones. We would expect to fill the post at a starting salary within the 10,000 – 12,000 Jamaican dollar range.

Junior Architect/Planners

These two posts could also be filled either by Architect/Planners or by architects with a feeling for the broader aspects of environmental design. They will work as members of the planning team and will make their major contribution in detail aspects of the design work. We would expect to fill these posts at starting salaries in the 4,000 – 6,000 Jamaican dollar range.

Application and Interview

If you wish to be considered for any of the above vacancies will you please write to the Manager, the Urban Development Corporation, 3 King Street, Kingston, Jamaica, W.I. enclosing a curriculum vitae. On receipt of your application the Corporation will forward details of the terms of employment. Arrangements will be made for a personal interview where appropriate. Closing date for applications is 15 December 1969.



Manitoba marks its Centennial Year in 1970. The welcome mat is out for all Canadians to help Manitobans celebrate their province's 100th anniversary and CPAC has accepted the invitation.

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WINNIPEG, MANITOBA

27-30 SEPTEMBER, 1970

Registration fees: $25 for CPAC members,
$30 for non-members,
$10 for wives accompanying delegates.

Further details will appear in subsequent issues of the REVIEW. The preliminary program and advance registration form will be mailed to all CPAC members next June.

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